

1/26/78

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WITHDRAWAL SHEET (PRESIDENTIAL LIBRARIES)

FORM OF DOCUMENT	CORRESPONDENTS OR TITLE	DATE	RESTRICTION
Memo	Frank Moore to Pres. Carter, 2 pp., re: Mtg. w/Senator Stone	1/26/78	C
Memo	Frank Moore to Pres. Carter, 4 pp., re: Mtg. w/Rep. Yates	1/25/78	C
Memo	Jack Watson to Pres. Carter, 1 pg., re: personal matter	1/26/78	C
Memo	Frank Moore to Pres. Carter, 12 pp., re: Mtg. w/Reps. Tsongas & Bonker	1/25/78	C

FILE LOCATION

Carter Presidential Papers-Staff Offices, Office of the Staff Sec.-Pres. Handwriting
File 1/26/78 BOX 70

RESTRICTION CODES

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THE PRESIDENT'S SCHEDULE

Thursday - January 26, 1978

8:15 Dr. Zbigniew Brzezinski - The Oval Office.

8:45 Mr. Frank Moore - The Oval Office.

9:00
(15 min.) Congressmen Paul E. Tsongas and Don L. Bonker.
(Mr. Frank Moore) - The Oval Office.

12:15
(10 min.) General Daniel James, Jr. and Secretary
Harold Brown. (Mr. Jack Watson) - Oval Office.

12:30 Lunch with Mrs. Rosalynn Carter - Oval Office.

1:30
(15 min.) Congressman Sidney Yates. (Mr. Frank Moore).
The Oval Office.

2:00
(15 min.) Congressman Robert Giaimo. (Mr. Frank Moore).
The Oval Office.

3:45
(15 min.) Drop-By Panama Canal Briefing. (Mr. Hamilton
Jordan) - The State Dining Room.

5:00
(30 min.) Reception for National Council of Mayors.
The East Room.

7:30 Dinner with Mr. and Mrs. Kenneth Curtis.
Family Dining Room.

404

THE WHITE HOUSE
WASHINGTON

January 26, 1978

Stu Eizenstat

The attached was returned in
the President's outbox. It is
forwarded to you for your
information.

Rick Hutcheson

RE: LIQUID METAL BREEDER REACTOR
TECHNOLOGY INTEGRATION STUDIES

THE WHITE HOUSE
WASHINGTON

	FOR STAFFING
	FOR INFORMATION
/	FROM PRESIDENT'S OUTBOX
	LOG IN/TO PRESIDENT TODAY
	IMMEDIATE TURNAROUND

ACTION	FYI	
		MONDALE
		COSTANZA
	/	EIZENSTAT
		JORDAN
		LIPSHUTZ
		MOORE
		POWELL
		WATSON
		McINTYRE
		SCHULTZE

	ENROLLED BILL
	AGENCY REPORT
	CAB DECISION
	EXECUTIVE ORDER
	Comments due to Carp/Huron within 48 hours; due to Staff Secretary next day

	ARAGON
	BOURNE
	BRZEZINSKI
	BUTLER
	CARP
	H. CARTER
	CLOUGH
	FALLOWS
	FIRST LADY
	HARDEN
	HUTCHESON
	JAGODA
	GAMMILL

	KRAFT
	LINDER
	MITCHELL
	MOE
	PETERSON
	PETTIGREW
	POSTON
	PRESS
	SCHLESINGER
	SCHNEIDERS
	STRAUSS
	VOORDE
	WARREN



Department of Energy
Washington, D.C. 20585

MEMORANDUM FOR:

THE PRESIDENT

FROM:

JIM SCHLESINGER

SUBJECT: LIQUID METAL BREEDER REACTOR TECHNOLOGY INTEGRATION STUDIES

The planning and implementation of major redirection of the U.S. breeder reactor program has been in progress since your April 7, 1977 policy statement on nonproliferation and the issuance of the National Energy Plan. This program is being restructured to emphasize research and development activities, which will build upon past U.S. contributions to breeder reactor technology and enable us to contribute to the U.S. foreign policy initiatives, while maintaining the breeder reactor option.

In the FY 1979 budget the Liquid Metal Breeder Reactor is funded at the level of \$367 million and includes research on nuclear fuels, materials, physics, chemistry, heat transfer, and non-nuclear components with particular emphasis on safety. A breeder program of this magnitude and diversity is consistent with the international leadership role we are assuming; however, to be conducted effectively, the program must have a clearly recognizable focal point for R&D efforts. With the deferral of the breeder commercialization and the cancellation of the CRBR, the needed focal point for the redirected program will be the Technology Integration Study, which will be conducted on a conceptualized reactor design of about 650 MWe in size.

This study is to be initiated in FY '78 and completed in FY '79 at a total cost of approximately \$27 million and will involve input from the breeder community (contractors and national laboratories) and will emphasize designs with alternative fuels, fuel cycles, and plant configurations consistent with the U.S. reactor safety and nonproliferation objectives. The plant design will be developed in sufficient detail to judge the safety, fuel cycle, nonproliferation, and economic characteristics, and to determine whether such a system is compatible with U.S. energy needs and foreign policy initiatives. The study will not designate a specific site or schedule for construction of such a 650 MWe plant but will serve to identify technology development problems to be addressed in the R&D program. Thus, the scope and timing of the study is such that in addition to focusing our R&D efforts, it will provide input to and receive benefit from the International Nuclear Fuel Cycle Evaluation. We expect that the study will also identify international institution arrangements for subsequent developmental efforts related to the resulting plant designs and fuel cycle configurations which evolve from the study. We believe this plan represents a positive initiative to implement the Administration's redirected LMFBR program.

THE WHITE HOUSE
WASHINGTON

January 26, 1978

Stu Eizenstat


The attached was returned in the President's outbox today and is forwarded to you for your information. The signed original has been given to Stripping for mailing.

Rick Hutcheson

Uniform Set of Gov't Guidelines on Employee
Selection Process

cc: Stripping

THE WHITE HOUSE
WASHINGTON

MEMORANDUM FOR: THE PRESIDENT
FROM: STU EIZENSTAT 
SUBJECT: Attached Letter from Commissioner
Eleanor Holmes Norton

Attached for your signature is a letter to Eleanor Holmes Norton thanking her for sending the report on the uniform set of Government Guidelines on Employee Selection Procedures.

I recommend that you sign the letter.

THE WHITE HOUSE

WASHINGTON

January 26, 1978

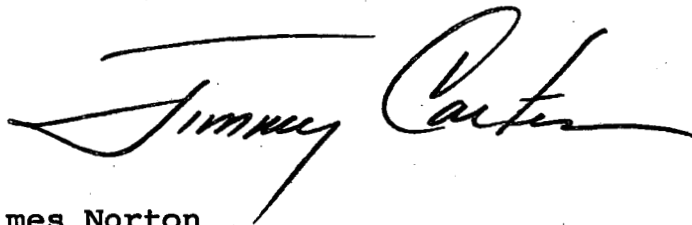
To Eleanor Holmes Norton

Thank you for your report on the uniform set of Government Guidelines on Employee Selection Procedures adopted by the Equal Employment Opportunity Commission in cooperation with the Department of Justice, the Department of Labor, and the U.S. Civil Service Commission.

I am well aware of the confusion and duplication that existed in this area before my Administration took office and I commend each of the four Departments and Agencies for harmonious resolution of this issue.

I have been informed by civil rights and business representatives that they are pleased that the Guidelines will end the duplication that existed and, in addition, will eliminate much of the unnecessary expenses that have been traditionally associated with such efforts. Congratulations.

Sincerely,

A handwritten signature in black ink, reading "Jimmy Carter". The signature is fluid and cursive, with a long horizontal line extending from the end of the name.

Honorable Eleanor Holmes Norton
Commissioner
Equal Employment Opportunity Commission
Washington, D.C.



EQUAL EMPLOYMENT OPPORTUNITY COMMISSION
WASHINGTON, D. C. 20506

December 23, 1977

OFFICE OF THE CHAIR

DPS
1/12
000010

The President
The White House
Washington, D. C. 20500

My dear Mr. President :

I write to report what I believe to be an important development in the overall effort by you and your Administration to simplify government regulations and reduce the burden borne by business, by state and local employers and by the public.

As you may be aware, your administration inherited two inconsistent sets of federal Guidelines on a matter of great importance to both private and State and local government employers. Under Federal anti-discrimination law, as approved by the U. S. Supreme Court, employers must use job-related tests or face discrimination charges, potential back pay suits, and possible damages running to millions of dollars. Yet, when you took office the responsible federal agencies had split and issued competing Guidelines to employers by which to measure the adequacy of their tests and selection mechanisms. Employers of course were caught in the middle not knowing which set of standards to follow while facing potentially heavy liability in complaints and lawsuits that might be filed by minority or female workers.

Because of the gross unfairness inherent in this situation, I gave it high priority beginning my first day in office. We have now succeeded in getting agreement by all of the appropriate Federal agencies on a single set of government Guidelines on Employee Selection Procedures. These Guidelines were adopted by this Commission, the Department of Justice, the Department of Labor, and the U. S. Civil Service Commission this week and will appear in the Federal Register for public comment next week.

The business community has already hailed the new Guidelines and representatives of protected groups have done likewise. Through common sense negotiations the new Guidelines have achieved a sensible compromise without substantial concession on the basic legal principles of

. . . continued

December 23, 1977

- Page 2 -

anti-discrimination law. That the Guidelines appear to be satisfactory to both business and civil rights groups would indicate that we have achieved a responsible government resolution of a difficult problem.

This resolution would not have been possible without the vigorous participation of my colleagues: Drew Days, Assistant Attorney General for Civil Rights; Jule Sugarman, Vice Chairman, U. S. Civil Service Commission; and Assistant Secretary of Labor Donald Elisburg; Solicitor Carin Clauss of the Department of Labor and OFCCP Director Weldon Rougeau. All of these individuals and their respective staffs participated personally in negotiations to resolve extremely complicated and technical substantive issues. I know you are as proud to have them as members of your Administration as I was pleased to work with them.

I want to draw to your special attention one of the most important benefits for employers under these Guidelines in the provision of alternatives provided to spending millions of dollars to validate tests. In the past when tests had an adverse impact on minorities or women, the government's policy was to put its major emphasis on compliance with complex, technical and expensive validation standards. We have not only attempted to simplify the standards but we have provided a major alternative to this expense. Under the new Guidelines, an employer may, if he chooses, use a number of less expensive ways to eliminate adverse impact. He may engage in extensive recruitment activities, develop new tests, or establish alternate selection devices instead of engaging in test validation. We believe that this provision, alone, can save millions of dollars both for employers in the private sector and for State and local government employers.

Thus, we believe we have achieved two important goals in the new Guidelines. We have eliminated two competing sets of government standards. And we have developed new standards which we feel confident will reduce the burden on employers while increasing potential benefits to minorities and women.

Sincerely yours,



Eleanor Holmes Norton

EHN/clb

cc : Hamilton Jordan
Stuart Eizenstat
Jack Watson

Bunny Mitchell
Margaret McKenna

U.S. EQUAL EMPLOYMENT OPPORTUNITY COMMISSION
(EEOC), DEPARTMENT OF JUSTICE, DEPARTMENT
OF LABOR, CIVIL SERVICE COMMISSION

JOINT RELEASE

FOR IMMEDIATE RELEASE
8:30 a.m.
December 30, 1977

CONTACT: Daisy Voigt
Director
Office of Public Affairs
or
Suzanne Reifers
202/634-6930

FEDERAL AGENCIES AGREE ON UNIFORM GUIDELINES FOR EMPLOYEE SELECTION

WASHINGTON, D.C. -- The Carter Administration has proposed uniform guidelines for employee testing and other selection procedures. These are aimed at protecting the rights of workers to be hired and promoted on the basis of job-related standards and without regard to race, sex or ethnic background.

The proposed guidelines, developed jointly by the U.S. Equal Employment Opportunity Commission (EEOC), the Department of Justice, the Department of Labor and the Civil Service Commission, would replace the two different sets of employee selection guidelines which have been in effect since November 1976. One set--the Federal Executive Agency Guidelines-- was adopted by three of the four agencies at that time. Separate guidelines, which the EEOC adopted in 1970, were republished in November 1976.

The uniform guidelines are being proposed to implement the requirement of the U.S. Supreme Court that employers justify the use of tests or other selection procedures which disproportionately exclude minorities or women. Under the proposed guidelines, any selection procedure which adversely affects members of a particular race, sex or ethnic group must be validated, or shown to be job-related. If a selection procedure is not shown to be valid or the adverse effect is not eliminated, the employer could be subject to enforcement action by the government. Adverse effect refers to a substantial difference in selection rates for two or more groups.

- more -

In choosing a selection procedure, employers must make a reasonable effort to identify alternatives which might have a lesser adverse effect.

Employers may also choose to eliminate adverse effect by modifying existing selection procedures or using alternative procedures. Such alternatives, outlined in the guidelines, include using an applicant register of persons who are economically disadvantaged and giving weight to such factors as experience or language facility.

The use of alternatives to test validation is part of the "bottom line" concept adopted by the four agencies. This concept provides that if an analysis of the overall selection process demonstrates that an employer has overcome adverse impact by in fact hiring and promoting minorities and women, the Federal agencies generally will not require the employer to justify individual elements of the selection process.

The new guidelines ensure that for the first time, all employer groups -- private employers, government contractors and subcontractors, employment agencies, State and local governments and the Federal government itself -- are subject to the same requirements.

The proposed guidelines are consistent with existing law on employee selection and reflect the test validity standards currently accepted by professional psychologists.

The proposed guidelines are scheduled to be published in the Federal Register today. The public comment period will extend through March 9, 1978.

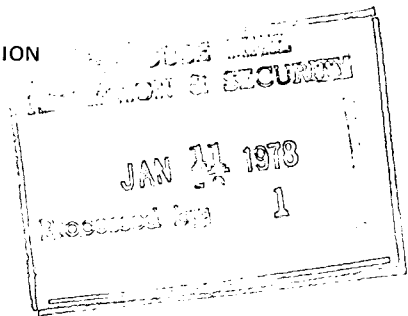
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EQUAL EMPLOYMENT OPPORTUNITY COMMISSION

2401 E Street, Northwest
Washington, D.C. 20506

Official Business



Postage and Fees Paid
Equal Employment Opportunity
Commission

The President
The White House
Washington, D. C. 20500

ID 780103

T H E W H I T E H O U S E

ORIGIN DATE: JAN 12 78 TYPE DOCUMENT: I PAGES: 03

ORIGINATOR SUBJECT

NORTON, ELEANOR H.

SUBJECT NORTON LETTER DATED 12/23/78 RE ELIMINATION OF TWO SETS OF
FEDERAL GUIDELINES -- EMPLOYMENT

TO PRESIDENT

FROM PRESIDENT

FURTHER ACTION STU EIZENSTAT

DISPOSITION CODE: DATE:

COMMENTS

ORIGINAL SENT TO STU FOR DRAFTING A RESPONSE FOR THE PRESIDENT TO RESPOND
TO

THE WHITE HOUSE
WASHINGTON

	FOR STAFFING
	FOR INFORMATION
	FROM PRESIDENT'S OUTBOX
	LOG IN/TO PRESIDENT TODAY
	IMMEDIATE TURNAROUND

ACTION	FYI
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MONDALE
COSTANZA
EIZENSTAT
JORDAN
LIPSHUTZ
MOORE
POWELL
WATSON
McINTYRE
SCHULTZE

ENROLLED BILL
AGENCY REPORT
CAB DECISION
EXECUTIVE ORDER
Comments due to
Carp/Huron within
48 hours; due to
Staff Secretary
next day

*orig to for approp action ;
suggest drafting an
acknowledgement
for Pres to
sign*

	ARAGON
	BOURNE
	BRZEZINSKI
	BUTLER
	CARP
	H. CARTER
	CLOUGH
	FALLOWS
	FIRST LADY
	HARDEN
	HUTCHESON
	JAGODA
	GAMMILL

	KRAFT
	LINDER
	MITCHELL
	MOE
	PETERSON
	PETTIGREW
	POSTON
	PRESS
	SCHLESINGER
	SCHNEIDERS
	STRAUSS
	VOORDE
	WARREN

THE WHITE HOUSE
WASHINGTON
January 26, 1978

Frank Press

The attached was returned in the President's outbox today and is forwarded to you for your information. The signed original has been given to Bob Linder for appropriate handling.

Rick Hutcheson

cc: Bob Linder

RE: APPROVAL OF NEW GUIDANCE
FOR FEDERAL AGENCIES IN MEDICAL
USE OF DIAGNOSTIC X-RAYS

THE PRESIDENT HAS SEEN.

THE WHITE HOUSE

WASHINGTON

January 18, 1978

MEMORANDUM FOR: THE PRESIDENT
FROM : Frank Press *FP*
SUBJECT : Approval of New Guidance for Federal Agencies
in Medical Use of Diagnostic X-Rays

The Administrator of EPA and Assistant Secretary Richmond of HEW have written (Tab A) to seek your approval for the issuance of radiation protection guidance to Federal agencies for diagnostic x-rays. Since the establishment in 1959 of a Federal Radiation Council, guidance on radiation protection has been issued by the President.

The current recommendations were developed by an Interagency Working Group consisting of EPA, Army, Navy, Air Force, and the Veterans Administration. More than 75 percent of Federal medical facilities are under the control of those agencies.

More than 90 percent of the man-made radiation exposure in the United States is derived from medical x-rays. There is no doubt that many x-rays are unnecessary and that excessive exposures result from poor technique.

The proposed guidance -- in the form of 12 recommendations -- provides that:

1. X-ray examinations be prescribed only by appropriate health professionals for appropriate clinical indications.
2. Routine or screening uses of chest x-rays, lower back x-rays, dental x-rays, and mammography be limited severely.
3. Special caution be exercised for potentially pregnant women.
4. Exposures be kept to a minimum consistent with clinical needs by limiting the number of exposures, having qualified technicians, using collimation and shielding, assuring that equipment meets Federal performance standards.
5. Good techniques for dental x-rays be used.

I recommend that you approve this guidance to Federal agencies.

Recommendation

✓

Approve (sign at bottom of Tab A, page 7)

Other



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
WASHINGTON, D.C. 20460

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
Washington, D.C. 20201

JAN 16 1978

MEMORANDUM FOR THE PRESIDENT

SUBJECT: RADIATION PROTECTION GUIDANCE TO FEDERAL AGENCIES
FOR DIAGNOSTIC X RAYS

Recommendations have been developed and are hereby transmitted for the guidance of Federal agencies in providing radiation protection for patients in the application of diagnostic x rays.

Executive Order 10831 and Public Law 86-373 (42 U.S.C. 2021(h)) charge the Administrator of the Environmental Protection Agency (EPA) to "...advise the President with respect to radiation matters, directly or indirectly affecting health, including guidance for all Federal agencies in the formulation of radiation standards and in the establishment and execution of programs of cooperation with States." In addition, the Assistant Secretary for Health in the Department of Health, Education, and Welfare (HEW) has a variety of responsibilities under the Public Health Service Act (Sections 301, 310, 311, and 354-360(f)) and the Federal Food, Drug, and Cosmetic Act bearing on the setting of health care policy and the use of radiation in the healing arts. These responsibilities, which have been delegated to the Food and Drug Administration (FDA), include research and training concerning radiation hazards, the development and promulgation of recommendations for radiation users, advice to the States, information for the public, performance standards for electronic products that emit radiation, and regulations for the sale, distribution, and use of medical devices.

Because of the special responsibilities of HEW involving national health care policy, which Federal radiation guidance for diagnostic x rays may impact directly, the Administrator and the Assistant Secretary join in requesting your approval of these recommendations. In this regard, on January 18, 1977, the two Agencies entered into a Memorandum of Understanding (42 F.R. 5123), which provides for the future development, within each Agency's respective authorities, of radiation protection guidance and, when necessary, updating of such guidance for uses of radiation in the healing arts.

BACKGROUND

Information on the diagnostic use of x rays in medicine and potential controls that could be applied without compromising benefits have been reviewed, and scientists and professionals within and outside the Government have been consulted in developing these recommendations. In this regard, we have benefited from the effort begun by the National Academy of Sciences - National Research Council for the former Federal Radiation Council to evaluate, interpret, and advise with respect to new knowledge on radiation effects and sources of population exposure. The report of the NAS-NRC Committee on Biological Effects of Ionizing Radiation was issued in 1972. One of its significant findings was that "[m]edical diagnostic radiology accounts for at least 90% of the total man-made radiation dose to which the U.S. population is exposed." More importantly, the Committee recommended that "[m]edical radiation exposure can and should be reduced considerably by limiting its use to clinically indicated procedures utilizing efficient exposure techniques and optimal operation of radiation equipment."

It is widely recognized by medical practitioners, medical physicists, and other scientists concerned with radiation protection that exposure due to medical uses of ionizing radiation represents a significant and growing source of exposure for the U.S. population and is also one that can be reduced by good practice. The National Council on Radiation Protection and Measurements has concluded that whereas "...there can be no rational means...to limit radiation exposure prescribed for patients for necessary and proper diagnostic or therapeutic purposes[,],...steps can be taken to minimize unnecessary or medically unproductive radiation exposure. ...Advantage should be taken of any new technology or procedure that will significantly reduce unnecessary diagnostic or medical exposure, both in individual examinations and treatments, and in the adoption of group screening practices."

An Interagency Working Group on Medical Radiation was formed by the Administrator on July 5, 1974, to assist in developing proposed guidance for diagnostic x rays. The Interagency Working Group determined that it is desirable and possible to reduce exposure from the diagnostic use of x rays in Federal facilities by: (1) eliminating clinically unproductive examinations, (2) assuring the use of optimal technique when examinations are performed, and (3) requiring appropriate equipment to be used. As a result of this consensus a subcommittee on prescription was established to examine factors to eliminate clinically unproductive examinations. Another subcommittee on technique was formed to examine the second and to some extent the third subject area where it might not be regulated by FDA's x-ray equipment performance standards, which became effective August 1, 1974. The reports of these subcommittees were made available for comment (41 F.R. 10705 and 27998) prior to completion of the Interagency Working Group report.

Proposed recommendations based upon the report of the Interagency Working Group were published for public comment (42 F.R. 4884) on January 26, 1977. In addition, there has been extensive commentary and discussion between EPA and HEW, as well as formal review by Public Health Service and other affected Federal agencies. The comments received have been carefully considered and a complete record, including a response to comments, is available to the public from the Public Information Reference Unit, Room 2922, U.S. Environmental Protection Agency, 401 M Street SW, Washington, D.C. 20460.

These recommendations were developed and reviewed in accordance with standard EPA procedures. Development of new or revised recommendations will be carried out under the Memorandum of Understanding referred to above, which provides also, when applicable, for the use of HEW procedures.

DISCUSSION

The most important factor in reducing radiation exposure is to avoid the prescription of clinically unproductive examinations. Appropriate prescription of x-ray examinations involves two major considerations: (1) the clinical decision to order a particular examination, and (2) the minimization of the number of radiographic views required in an examination. In particular, attention should be given to the qualifications of those who order examinations, the elimination of unproductive screening programs, and the use of appropriate clinical procedures to assure that unproductive views are not performed.

Although the largest savings in radiation exposure may be realized from avoiding the prescription of an unproductive x-ray examination, patient exposure can also be reduced by assuring that the examination is performed with good technique. The fundamental objective in performing an x-ray examination is to obtain optimum diagnostic information with minimum patient exposure. Achievement of this objective requires assurance that: (1) equipment is calibrated and properly functioning, (2) equipment is operated only by adequately qualified personnel, (3) the patient is appropriately prepared, and (4) technique factors that will minimize exposure are selected.

It has been demonstrated that the same technique factors used with different x-ray generators may produce widely varying patient exposures. Thus, the performance of x-ray equipment utilized for diagnostic x-ray procedures is an important factor in limiting patient and operator exposure. The Federal Diagnostic X-Ray Equipment Performance Standard (21 CFR Part 1020) requires that x-ray equipment manufactured after August 1, 1974, be certified by manufacturers to comply with radiation safety requirements issued by the FDA pursuant to the Radiation Control for Health and Safety Act of 1968 (PL 90-602). Utilization of medical and dental x-ray equipment that performs in accordance with the requirements of this performance standard by Federal health care

facilities would provide a significant contribution to the minimization of patient exposure.

Without question the use of x rays in the healing arts provides large benefits to society through improved health care; thus, in developing guidance for radiation protection for diagnostic x rays it is essential to assure that benefits to patients from the use of medical and dental x rays are maintained. Medical personnel in both the Federal and the private sectors have been consulted and we are confident that these recommendations will neither interfere with the doctor-patient relationship nor impair the ability of Federal agencies to provide necessary radiologic services.

Appropriate follow-up and coordination with Federal agencies is also important to assure that these recommendations are implemented so as to maximize their effectiveness in reducing unnecessary radiation exposure, but at the same time to avoid any deleterious impact on the delivery of health care. The Memorandum of Understanding between EPA and HEW referred to above is designed to assure that the dual objectives of radiation protection and health care delivery are achieved in the implementation of this or any future radiation protection guidance applicable to the healing arts.

RECOMMENDATIONS

In view of the considerations presented above, the following recommendations are made for the guidance of Federal agencies in their conduct of radiation protection for diagnostic uses of x rays in the healing arts:

1. General radiographic or fluoroscopic examinations should be prescribed only by licensable Doctors of Medicine or Osteopathy or, for specified limited procedures, postgraduate physician trainees and qualified allied medical professionals under their direct supervision; specialized studies should be prescribed only by those physicians with expertise to evaluate examinations in the particular specialty. Exception for specified procedures may be made for dentists and podiatrists.

2. Prescription of x-ray studies should be for the purpose of obtaining diagnostic information, should be based on clinical evaluation of symptomatic patients, and should state the diagnostic objective and detail relevant medical history.

3. Routine or screening examinations, in which no prior clinical evaluation of the patient is made, should not be performed unless exception has been made for specified groups of people on the basis of a careful consideration of the magnitude and medical benefit of the diagnostic yield, radiation risk, and economic and social factors. Examples of examinations that should not be routinely performed unless such exception is made are:

- a. chest and lower back x-ray examinations in routine physical examinations or as a routine requirement for employment,
- b. tuberculosis screening by chest radiography,
- c. chest x rays for routine hospital admission of patients under age 20 or lateral chest x-rays for patients under age 40 unless a clinical indication of chest disease exists,
- d. chest radiography in routine prenatal care, and
- e. mammography examinations of women under age 50 who neither exhibit symptoms nor have a personal or strong family history of breast cancer.

4. Prescription of x-ray examinations of pregnant or possibly pregnant patients should assure that medical consideration has been given to possible fetal exposure and appropriate protective measures are applied.

5. The number, sequence, and types of standard views for an examination should be clinically-oriented and kept to a minimum. Diagnosticians should closely monitor the performance of x-ray examinations and, where practicable, direct examinations to obtain the diagnostic objectives stated by clinicians through appropriate deletion, substitution, or addition of prescribed views. Technique protocols for performing medical and dental x-ray examinations should detail the operational procedures for all standard radiographic projections, patient preparation requirements, use of technique charts, and image receptor specifications.

6. X-ray equipment used in Federal facilities should meet the Federal Diagnostic X-Ray Equipment Performance Standard, or as a minimum for equipment manufactured prior to August 1, 1974, the Suggested State Regulations for Control of Radiation (40 F.R. 29749). General purpose fluoroscopy units should provide image-intensification; fluoroscopy units for nonradiology specialty use should have electronic image-holding features unless such use is demonstrated to be impracticable for the clinical use involved. Photofluorographic x-ray equipment should not be used for chest radiography.

7. X-ray facilities should have quality assurance programs designed to produce radiographs that satisfy diagnostic requirements with minimal patient exposure; such programs should contain material and equipment specifications, equipment calibration and preventive maintenance requirements, quality control of image processing, and operational procedures to reduce retake and duplicate examinations.

8. Operation of medical or dental x-ray equipment should be by individuals who have demonstrated proficiency to produce diagnostic

quality radiographs with the minimum of exposure required; such proficiency should be assessed through national performance-oriented evaluation procedures or by didactic training and practical experience identical to, equivalent to, or greater than training programs and examination requirements of recognized credentialing organizations.

9. Proper collimation should be used to restrict the x-ray beam as much as practicable to the clinical area of interest and within the dimensions of the image receptor; shielding should be used to further limit the exposure of the fetus and the gonads of patients with reproductive potential (21 CFR Part 1000.50) when such exclusion does not interfere with the examination being conducted.

10. Technique appropriate to the equipment and materials available should be used to maintain exposure as low as is reasonably achievable without loss of requisite diagnostic information; measures should be undertaken to evaluate and reduce, where practicable, exposures for routine nonspecialty examinations which exceed the following Entrance Skin Exposure Guides (ESEG):

<u>Examination (Projection)</u>	<u>ESEG (milliroentgens)*</u>
Chest (P/A)	30
Skull (Lateral)	300
Abdomen (A/P)	750
Cervical Spine (A/P)	250
Thoracic Spine (A/P)	900
Full Spine (A/P)	300
Lumbo-Sacral Spine (A/P)	1000
Retrograde Pyelogram (A/P)	900
Feet (D/P)	270
Dental (Bitewing or Periapical)	700

*Entrance skin exposure determined by the Nationwide Evaluation of X-Ray Trends program for a patient having the following body part/thickness: head/15 cm, neck/13 cm, thorax/23 cm, abdomen/23 cm, and foot/8 cm.

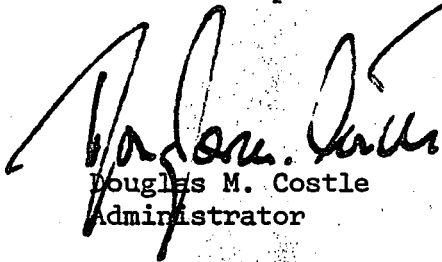
11. X-ray examinations for dental purposes should be prescribed only by licensable Doctors of Dental Surgery or Dental Medicine or properly supervised postgraduate dentists on the basis of prior clinical evaluation or pertinent history; neither a full-mouth series nor bitewing radiographs should be used as a routine screening tool in the absence of clinical evaluation in preventive dental care. Exception may be made for justifiable forensic purposes.

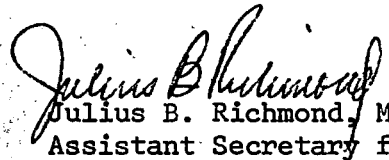
12. Open-ended shielded position-indicating devices should be used with the paralleling technique to perform routine intra-oral radiography

and should restrict the x-ray beam to as near the size of the image receptor as practicable.

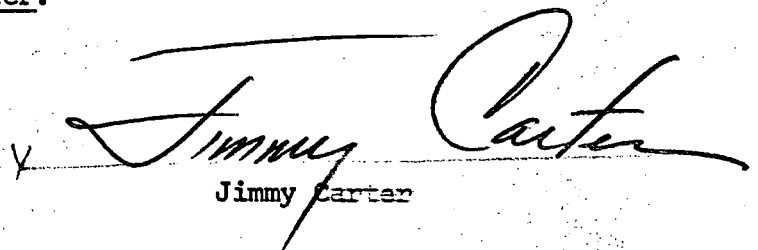
It is expected that each Federal agency will use these recommendations as a basis upon which to develop detailed standards tailored to meet its particular requirements. In order to assure appropriate implementation of these recommendations, the Administrator and the Assistant Secretary for Health will cooperate in carrying out their respective functions in accordance with the Memorandum of Understanding (42 F.R. 5123). The necessary coordination will be conducted to achieve an effective Federal program, including periodic interpretation and clarification of each of the recommendations as required to reflect new information and changing technology. By so doing, it is expected that an achievable and reasonable reduction in x-ray exposure will be accomplished commensurate with a continuation of the vital benefits realized by the utilization of this important technology.

If the foregoing recommendations are approved by you as guidance for Federal agencies in providing radiation protection for patients in the application of diagnostic x rays, it is further recommended that this memorandum be published in the Federal Register.


Douglas M. Costle
Administrator


Julius B. Richmond, M.D.
Assistant Secretary for Health

Recommendations 1 through 12 contained in the above memorandum are approved for the guidance of Federal agencies; the Administrator and the Assistant Secretary for Health are directed to conduct programs, in accordance with their respective authorities and their Memorandum of Understanding (42 F.R. 5123), to interpret and clarify, as necessary, each of these recommendations in cooperation with affected Federal agencies; the Administrator is authorized to issue these interpretations and clarifications in the Federal Register; and this memorandum shall be published in the Federal Register.


Jimmy Carter

Date:

THE WHITE HOUSE
WASHINGTON

1/26/78

Mr. President:

Peter Bourne concurs. No
other staff comments.

Rick

Hutchinson

XL Camp
Mek

FOR ACTION: STU EIZENSTAT

PETER BOURNE

JIM MCINTYRE

BOB LINDER

SUBJECT PRESS MEMO DATED 1/18/78 RE APPROVAL OF NEW GUIDANCE FOR FEDERAL AGENCIES IN MEDICAL USE OF DIAGNOSTIC X-RAYS

BY 1200 PM SATURDAY JAN 21 78

STAFF RESPONSE: ☒ I CONCUR. ☐ NO COMMENT. ☐ HOLD; DO NOT FORWARD.

PLEASE NOTE OTHER COMMENTS BELOW.

Approve (sign at bottom of Tab A, page 7)

THE PRESIDENT HAS SEEN.

**THE WHITE HOUSE
WASHINGTON**

C

January 26, 1978

MEMORANDUM FOR THE PRESIDENT

FROM: FRANK MOORE *FM.*
SUBJECT: SEN. KANEASTER HODGES, JR. (D-Ark)

Senator Hodges (D-Ark.) has called Hamilton and said he absolutely needs to see you today (he is leaving for Panama tomorrow) to inform you of a compromise with the farmers that would not be costly.

I suggest that you call him and tell him your schedule is extremely busy and see if he cannot talk with you about this proposition over the telephone. He does not trust USDA and said "the President said anytime I had an emergency to call him, and I consider this an emergency."

THE WHITE HOUSE
WASHINGTON

January 26, 1978

Stu Eizenstat
Jim McIntyre

The attached was returned in
the President's outbox. It is
forwarded to you for appropriate
handling.

Rick Hutcheson
cc: The Vice President
Frank Moore

Consistency of Outer Continental
Shelf Lease Sales With State Coastal
Zone Management Programs

THE WHITE HOUSE
WASHINGTON

	FOR STAFFING
	FOR INFORMATION
/	FROM PRESIDENT'S OUTBOX
	LOG IN/TO PRESIDENT TODAY
	IMMEDIATE TURNAROUND

ACTION	FYI	
	/	MONDALE
		COSTANZA
/		EIZENSTAT
		JORDAN
		LIPSHUTZ
	/	MOORE
		POWELL
		WATSON
/		McINTYRE
		SCHULTZE

	ENROLLED BILL
	AGENCY REPORT
	CAB DECISION
	EXECUTIVE ORDER
	Comments due to Carp/Huron within 48 hours; due to Staff Secretary next day

	ARAGON
	BOURNE
	BRZEZINSKI
	BUTLER
	CARP
	H. CARTER
	CLOUGH
	FALLOWS
	FIRST LADY
	HARDEN
	HUTCHESON
	JAGODA
	GAMMILL

	KRAFT
	LINDER
	MITCHELL
	MOE
	PETERSON
	PETTIGREW
	POSTON
	PRESS
	SCHLESINGER
	SCHNEIDERS
	STRAUSS
	VOORDE
	WARREN



THE PRESIDENT HAS SEEN

EXECUTIVE OFFICE OF THE PRESIDENT

OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

JAN 25 1978

MEMORANDUM FOR THE PRESIDENT

From: James T. McIntyre/Stu Eizenstat *STJ/mc* *Stu (by EAT)*

Subject: Consistency of Outer Continental Shelf lease sales with State coastal zone management programs

Interior and Commerce disagree as to whether Outer Continental Shelf (OCS) lease sales should be required to be consistent with federally-approved State coastal zone management programs. At issue is a proposed Commerce amendment to the pending OCS legislation which would expressly require a Secretarial determination of consistency for each lease sale.

Background

Under the Coastal Zone Management Act, federal agencies are responsible for determining whether proposed actions which would affect the coastal zone will be conducted in a manner consistent "to the maximum extent practicable" with approved State coastal zone management programs.

In developing administrative regulations based on the CZM Act, Interior and Commerce have been unable to agree as to how these consistency requirements should be applied to OCS lease sales (as opposed to the drilling itself). The primary legal difficulty is whether OCS lease sales "directly affect" the coastal zone under the terms of the CZM Act. The Commerce amendment would resolve this legal impasse by statute rather than through the courts.

Commerce Position

Commerce proposes an amendment expressly applying State coastal zone management consistency requirements to OCS

lease sales. Commerce argues:

1. Even if OCS leases themselves do not authorize specific activities which could "directly affect" the coastal zone, they lead to exploration, development, and production activities which do.
2. A decision not to apply consistency requirements to OCS lease sales could be construed as a precedent for "exempting" other activities.
3. Consistency determinations by the Secretary of the Interior could be overturned in court only upon a finding of clear abuse of administrative discretion.

Interior Position

Interior objects to the extension of CZM consistency requirements to OCS lease sales. Interior argues:

1. OCS leases do not directly authorize any activity which could affect the coastal zone. Subsequent exploration, development, and production activities, however, already are expressly subject to State program consistency.
2. Adequate opportunity for federal/State cooperation in pre-lease planning is or will be available through other mechanisms including environmental impact statements, Interior planning regulations, and explicit provisions of the pending OCS legislation.
3. Court challenges to Secretarial consistency determinations could needlessly further delay the Department's leasing program.

Recommendation

Stu Eizenstat supports the Commerce proposal for consistency of OCS leasing decisions with State coastal zone management plans.

1. Although post-lease development decisions are explicitly subject to consistency with coastal zone

plans under current law, the key decision is the tract selection. Lack of consistency at this stage could lead to wasted investments and later conflicts if leasing occurs in an area where actual development would be inconsistent with a State coastal plan.

2. Clarification of this issue in the legislation might actually avoid litigation. The current law is ambiguous on this point and will likely lead to litigation in an effort to clarify the issue in the Courts.
3. The States are likely to question the utility of the Coastal Zone Management program itself, if federal leasing decisions -- the principal activity leading to impacts in many coastal areas -- can be inconsistent with their plans.
4. Politically, it will be a plus with most States to clarify this provision in their favor.

The Energy Department and OMB support the Interior position that OCS lease sales not be subject to State program consistency requirements.

1. We do not understand how a sale per se can be necessarily consistent or inconsistent with a State program. Without a development plan, it will be impossible to make such a determination simply on the basis of tract selections.
2. The pending OCS bill expressly requires Interior to accept reasonable State recommendations regarding proposed OCS lease sales. Hence, the incremental benefits to States of requiring lease sale consistency will be minimal and should be weighed against the increased vulnerability to dilatory litigation. The need for oil production and revenue from these sales is relatively urgent.
3. While the Commerce proposal will avoid litigation on the legal question of the applicability of consistency requirements to OCS sales, it will generate litigation on the merits of Secretarial consistency findings.

Decision

- ☐ ☐ Commerce Position (Stu)
- ☐ ☒ Interior Position (OMB, DOE)

JC

A close call -
have to add another
new & controversial
amendment to legis-
lation in its
final stage

T H E W H I T E H O U S E

FOR ACTION:

SUBJECT: MCINTYRE/EIZENSTAT MEMO RE CONSISTENCY OF OUTER
CONTINENTAL SHELF LEASE SALES WITH STATE COASTAL ZONE
MANAGEMENT PROGRAMS

+++++
+ RESPONSE DUE TO RICK HUTCHESON STAFF SECRETARY (456-7052) +
+ BY: +
+++++

PLEASE NOTE OTHER COMMENTS BELOW:

THE WHITE HOUSE
WASHINGTON

January 25, 1978

MEETING WITH REP. BOB GIAIMO (D-3-CT)

Thursday, January 26, 1978

2 p.m. (15 minutes)

The Oval Office

From: Frank Moore *F.M.*

I. PURPOSE

To discuss the legislative agenda and priorities for the coming year.

II. BACKGROUND, PARTICIPANTS, AND PRESS PLAN

Background: Rep. Giaimo is chairman of the Budget Committee and is a Member of the Defense, District, and Legislative Branch Appropriations Subcommittees. He is at a point in his career where, after leaving as Chairman of the Budget Committee, he will not return to a special status on the Appropriations Committee. There has been speculation that he will be looking for a good job elsewhere. During the coming months, he will be running an active re-election effort.

Participants: The President, Rep. Giaimo, Frank Moore and Bill Cable.

Press Plan: White House Photographer.

III. TALKING POINTS

1. Rep. Giaimo has previously been with us on the B-1. You should ask for his continued active support on that issue.
2. Rep. Giaimo is very concerned about the integrity of the budget process. He concurred with Senator Muskie that the tax reduction should not be effected until October 1.
3. You should ask for Rep. Giaimo's help on the Consumer Protection Agency. Stress that this agency is a consolidation of existing bureaucratic departments, will result in a reduction in the amount of money and people, and will provide the consumer with a better voice.

4. On Rep. Giaimo's agenda is the general political situation in Connecticut--the gubernatorial and senate races; the political situation in Italy, and his displeasure with certain departmental congressional liaison operations.

THE PRESIDENT HAS

THE WHITE HOUSE

WASHINGTON

January 26, 1978

BRIEFING ON PANAMA CANAL TREATIES FOR
REPRESENTATIVES OF BUSINESS COMMUNITY

Thursday, January 26, 1978
3:45 p.m. (15 minutes)
The State Dining Room

From: MARGARET COSTANZA *me*

I. PURPOSE

To inform them fully on the details of the Treaties and to answer whatever concerns they may have.

II. BACKGROUND PARTICIPANTS AND PRESS PLAN

- A. Background: The Business-Government Relations Council consisting of the top 75 corporate government relations people in Washington has asked us for a briefing on the Treaties. We have interspersed the group with leaders from the small business community.

These individuals have a daily working relationship with Congress. Although they cannot endorse as a body, each can exert a great deal of influence individually.

- B. Participants: The senior corporate representatives from 50 of the Fortune 500 companies; key leaders in COSIBA (Council of Small and Independent Business Associations) as well as the head staff people from the Business Round Table, the Business Council, NAM (National Association of Manufacturers) and the American Society of Association Executives.

- C. Press Plan: There will be no press coverage.

III. TALKING POINTS

Your presentation at the previous briefings for the States will be totally appropriate here.

Attachments:

Agenda

List of Invitees

AGENDA

Thursday, January 26, 1978

2:00 p.m.	Welcome	Steve Selig Special Assistant for Public Liaison
2:10 p.m.	Description of the Treaties	Ambassador Sol Linowitz
2:40 p.m.	National Security View	Graham Claytor Secretary of the Navy Admiral James Holloway Chief of Naval Operations
3:00 p.m.	Break	
3:20 p.m.	The Treaties in the Context of American Foreign Policy	Dr. Zbigniew Brzezinski Assistant to the President for National Security Affairs
3:45 p.m.	Remarks	The President

LIST OF INVITEES

Panama Canal Treaties Briefing
Thursday, January 26, 1978

Jose Aceves
Latin American Manufacturing Association

William B. Anderson
Small Business Association of New
England

John S. Autry
Johns-Manville Corporation

Everett H. Bellows
Olin Corporation

K. K. Bigelow
Martin Marietta Corporation

K. Michael Benz
Council of Smaller Enterprises

Edward T. Breathitt
Southern Railway System

John W. Burke, Jr.
Business Council

Philip N. Buckminster
Chrysler Corporation

Charles S. Burns
Phelps Dodge Corporation

Berkeley G. Burrell
National Business League

William L. Clark
Rockwell International

Allan D. Cors
Corning Glass Works

William R. T. Crolius
Crane Co.

Ralph B. Dewey
Pacific Gas and Electric Company

Hollis M. Dole
Atlantic Richfield Company

Richard A. Edwards
Allis-Chalmers Corporation

John T. Estes
Allied Chemical Corporation

Stanley Golder
National Association of Small Business Investment
Companies

Don A. Goodall
American Cyanamid Company

Frank N. Grossman
Atchison, Topeka and Santa Fe Railway Company

William C. Hart
Columbia Gas System

Lydia A. Hill
National Association of Minority CPA's

E. Joseph Hillings
National Airlines

Emmett W. Hines, Jr.
Armstrong Cork Company

Claude E. Hobbs
Westinghouse Electric Company

Richard M. Hunt
NL Industries, Inc.

Patricia Jacobs
American Association of MESBIC's

James D. Johnston
General Motors

Frank P. Jones, Jr.
Aluminum Company of America

William K. King
Ford Motor Company

Philip M. Knox, Jr.
Sears, Roebuck & Co.

Herbert Liebensson
National Small Business Association

Richard N. Little
Union Pacific Corporation

James P. Low
American Society of Association Executives

Forbes Mann
The LTV Corporation

Charles E. McKittrick, Jr.
IBM Corporation

Lyle R. Mercer
Kennecott Copper Corporation

James G. Michaux
Federated Department Stores, Inc.

Michael Monroney
TRW, Inc.

Alan M. Nedry
Southern California Edison Company

J. Carter Perkins
Shell Oil Company

William D. Perry
Johnson Wax Company

Phillips S. Peter
General Electric Company

Joseph F. Psenninger
Smaller Manufacturers Council

Sam Pickard
Monsanto Company

John Post
The Business Roundtable

Theron J. Rice
Continental Oil Company

John F. Ryan
ITT Corporation

Richard Salvatierra
National Economic Development Association

Ray Scherer
RCA Corporation

J. Richard Sewell
Florida Power & Light Company

Donald E. Smiley
Exxon Corporation

Wayne F. Smithey
Ford Motor Company

G. Montgomery Spindler
Uniroyal, Inc.

Walter B. Stults
National Association of Small Business Investment
Companies

Thomas K. Taylor
Trans World Airlines, Inc.

Rudolph A. Vignone
The Goodyear Tire & Rubber Company

Carl S. Wallace
Purolater, Inc.

Donald A. Webster
AMF, Inc.

Clyde A. Wheeler, Jr.
Sun Oil Company

Jack Woolley
PPG Industries, Inc.

Fred B. Zoll, Inc.
Libbey-Owens-Ford Company

Barry Zorthian
Time Incorporated

Philip F. Jehle
SmithKline Corporation

THE PRESIDENT HAS SEEN.

THE WHITE HOUSE
WASHINGTON

Frank

January 26, 1978
2:30 p.m.

MEMORANDUM FOR THE PRESIDENT

FROM:

FRANK MOORE *f.m./pd*

The Breaux amendment on OCS just went down 187-211.
We worked it hard and thought it was going to be
closer.

Good

Your friend and supporter, Ed Edwards, worked very
hard against us.

I can't believe it!
J

THE WHITE HOUSE
WASHINGTON
January 26, 1978

Frank Moore

The attached was returned in
the President's outbox. It is
forwarded to you for appropriate
handling.

Rick Hutcheson

RE: BREAUX AMENDMENT TO OCS

THE WHITE HOUSE
WASHINGTON

January 25, 1978

MEMORANDUM FOR THE PRESIDENT

FROM: JACK WATSON *Jack*
SUBJECT: Reception for the U.S. Conference of Mayors

The leadership of the U.S. Conference of Mayors is in Washington for their annual Mid-Winter Meeting. They will be here for two days discussing the upcoming National Urban Policy, the State of the Union Message and the Budget.

Attending the reception will be 125 Mayors many of whom will be accompanied by their spouses. I have also invited Secretaries Vance, Califano, Harris, Attorney General Bell, as well as members of the Senior White House Staff.

The purpose of this reception is to give the Mayors a warm welcome and set an upbeat tone for the Administration's relationship with this group. I have seen the talking points provided by the Press Office and I would not recommend the joke regarding Mayor Koch and the envelope.

Suggested Talking Points

- You should recognize the President of the Mayors' Conference, Mayor Lee Alexander of Syracuse and John Gunther who has served as the Executive Director for 18 years.
- This is the first time in 13 years that the Mayors have been invited to a White House reception and you are honored to have them here.

- No group of elected officials in the country is closer to the people on a day-to-day basis than mayors are. They are constantly on the firing line and, as President, you appreciate the difficulty of their task and the value of their service to the country.
- Reaffirm your commitment to a partnership between the government and the people which will enable us to keep the cities and the towns in this country vital, pleasant places to live and work. If we are to be able to deal effectively with the stubborn problems of urban America, we must firmly commit ourselves to a bold, long-term assault on those problems, and we must establish and maintain a creative coalition among federal, state and local governments and the private sector. In your message on urban policy which you will submit to the Congress this spring, you will undertake to outline ways in which we can make that partnership work with greatest effect.

Mayors' Solid Front Shows a Crack on Carter Urban Policy

By Susanna McBee
Washington Post Staff Writer

The nation's big city mayors had a little trouble yesterday getting their act together.

The topic was President Carter's forthcoming urban aid policy and those parts of his budget that affect cities.

Mayor Coleman Young of Detroit was asked at a breakfast with reporters how he thought Carter was doing on the urban issue.

"I think he's done very, very well," Young replied. "He's focused in on the urban crisis."

Three hours later Mayor Lee Alexander of Syracuse was telling the press, "Mayors all over the country are alarmed over the economic philosophy reflected in President Carter's budget."

In fact, he said, the Carter budget is not much better in meeting urban needs than President Ford's budgets were. When Carter presents his urban initiatives to Congress in March, he should ask for another \$11.3 billion to finance them, Alexander said.

Alexander is president of the U.S. Conference of Mayors, an organization that represents 750 cities with at least 30,000 population each. Young, an early Carter supporter in the 1976 campaign, is chairman of the conference's urban economics committee.

Their difference in viewpoint suggests some of the reasons why the administration has had difficulty formulating an urban policy. The federal government already spends \$50 billion to \$60 billion on urban areas, and the questions are whether that much is well spent, whether more is needed, whether current programs can be made to work better, and whether others are called for.

Big city mayors, as a group, cannot usually command a majority of votes in Congress, and the Alexander-Young split also raises the question of how effective mayors will be this year in lobbying for more urban funds than Carter is seeking.

Young, whose city receives massive doses of federal aid, praised the budget for increasing job training, public works, community development grant requests and for shifting federal emphasis from suburbs and new cities to older cities with high unemployment.

Alexander, however, called for a reversal of Carter's policy that federal spending should represent less, rather than more, of the nation's total economic output. The president has proposed cutting the federal share of national output from 22.8 to 22 percent.

With such a policy, Alexander charged, "we can't have national health insurance, welfare reform or full employment. These things demand that the federal government take a larger share of the action."

Asked about Young's comments, Alexander insisted that he was speaking for the mayors generally. He said he had not polled them, but added, "I talked to some mayors" before issuing his statement, which he said reflects the conference's policy adopted last June in Tucson.

In an 89-page study of the budget, the Conference of Mayors said it found Carter's economic philosophy "alarming" because "it does not include a strong role for local government, a national rate of economic growth which is high enough to meet the needs of cities, nor the proper mix of federal resources to support the new social initiatives promised by the president."

Included in its \$11.3 billion supplemental budget for cities, the conference listed an extra \$4 billion for public service jobs, \$1.9 billion for youth employment, \$1.3 billion for the Economic Development Administration, \$1 billion for public works maintenance and repairs and \$1 billion for urban mass transit capital spending and operating subsidies.

5:00 PM

THE WHITE HOUSE

WASHINGTON

FOR THE PRESIDENT AND MRS. CARTER

FROM GRETCHEN POSTON *GP*

DATE: 25 January 1978

SUBJECT: RECEPTION FOR NATIONAL COUNCIL OF MAYORS
26 January 1978 - 5:00-7:00 P.M. - State Floor

Please find attached the scenario for the above-
described function

MEMORANDUM

THE WHITE HOUSE

WASHINGTON

January 21, 1978

MEMORANDUM TO:

THE PRESIDENT AND MRS. CARTER

FROM:

GRETCHEN POSTON *GP*

SUBJECT:

SCENARIO FOR MAYORS' RECEPTION - JANUARY 26, 1978
5:00 - 7:00 p.m.

5:00 p.m.

THE PRESIDENT AND MRS. CARTER arrive the State Floor and move to the Blue Room for a receiving line. Guests then move to the East Room.

Time permitting

THE PRESIDENT moves to the East Room to the podium for remarks.

REMARKS - PHOTO COVERAGE

5:30 p.m.

THE PRESIDENT and MRS. CARTER either depart or mix and mingle with the guests.

THE WHITE HOUSE

WASHINGTON

January 25, 1978

MEMORANDUM TO THE PRESIDENT

FROM: JIM FALLOWS, SUSAN BATTLES ^{SB}

SUBJECT: Reception for Mayors

1. Before we begin, does Ed Koch have another envelope he wants to hand me?
2. In welcoming the mayors to the White House for the first time in 13 years, you should single out Lee Alexander of Syracuse, the President of the U.S. Conference of Mayors. The group is holding its mid-winter meeting, and will have spent the day discussing the upcoming National Urban Policy statement, the State of the Union message, and the budget.
3. The mayors, after literally counting the word "urban" and the word "cities" once each in the State of the Union address, are very eager to hear about the National Urban Policy statement. You might say your staff is completing its work, and you will have a final draft soon, but that no other details are available right now. (The Domestic Policy Staff discourages you from elaborating at all on the National Urban Policy statement.) You might also mention the Supplemental Urban Appropriations Request you intend to send to Congress in March which will cover all of the new programs that aren't in the budget, but are in the urban policy statement.

4. You might refresh the minds of the mayors regarding FY 77. You revitalized the expired Housing and Community Development Act, increasing it from \$7 to \$10 billion dollars, which is not insignificant. You also continued the Urban Development Action Grants through HUD, and targeted the money to go to the areas of greatest need.

5. Under your Administration, the Employment and Training Act was begun, which also targeted help to the most deprived areas, and in your new budget have asked for a new Youth Employment Bill in the sum of \$500 million. This money is to go toward aiding the disproportionately high unemployment of American youth, particularly minority youth in the inner cities.

One fact we all recognize is that the greatest single problem of cities is unemployment -- this underlies everything we can do in creating a workable urban policy. You told them two years ago in Milwaukee that they would have a partner in the White House if they helped elect you. You believe that even more strongly today as we focus on the monumental problem of unemployment. You are determined, with their help and the help of private businesses and corporations, to put people back to work. That includes the unskilled as well as the skilled, and those citizens who are hard to place -- the young, and the disadvantaged. You believe the root of urban decline is unemployment.

6. There are two other fiscal assistance programs which you could mention. One is counter-cyclical fiscal aid, and the other is local public works projects, both of which you have refunded.

7. As for the budget, which you know the mayors have gone over with a fine-tooth comb, you want to call their attention to your appropriation for Urban Parks and point out that it is critical to tie together Parks and Recreation under the Interior Department budget with different but related programs under the HUD budget.

8. As part of any urban plan, you feel there must be renewed emphasis on economic development and job creation by the private sector. You also feel there is a great need for better coordination of projects between the federal, state, and local governments.

#

THE WHITE HOUSE
WASHINGTON

January 26, 1978

Stu Eizenstat

The attached was returned in the President's outbox today and is forwarded to you for your information. The signed original has been given to Bob Linder for appropriate handling.

Rick Hutcheson

cc: Bob Linder

RE: MESSAGE ON TRANSPORTATION
BILL

THE WHITE HOUSE
WASHINGTON

1/26/78

Mr. President:

TWO SIGNATURES REQUESTED on

the final, typed version of
the Transportation Message
you approved earlier this
morning.

Rick

THE PRESIDENT HAS SEEN:

THE WHITE HOUSE

WASHINGTON

January 25, 1978

Stu
J

MEMORANDUM FOR:

THE PRESIDENT

FROM:

STU EIZENSTAT *Stu*

SUBJECT:

Presidential Message on
Transportation Bill

Attached is a proposed Presidential message to be submitted with the Administration's highway and transit legislative initiative. You will recall that you previously approved a message on this issue. I recommend that you sign the attached message which has been approved by DOT and reviewed by Jim Fallows.

If you approve the Message, Secretary Adams would like to announce it today at an early afternoon press conference at DOT.

TO THE CONGRESS OF THE UNITED STATES

I am today transmitting to Congress proposed legislation that will significantly improve the organization and operation of the Federal government's highway and transit programs.

One of the Administration's important goals is to develop a well balanced national transportation policy, one which takes account of our increased sensitivity to the effects of transportation on the social and economic life of our cities and rural communities. The reforms which are proposed in this legislation are designed to make certain that the nation has an effective transportation system, which uses energy more efficiently, enhances the quality of life in our urban and rural areas, and helps expand our economy.

The program I am proposing will intensify the Federal effort to complete the Interstate System and provide flexible assistance for highway construction and transit development. The legislation would authorize more than \$50 billion over the next five years and proposes the following changes to meet national transportation needs:

- o a comprehensive transportation planning program;
- o measures to speed completion of the Interstate System and to improve maintenance;
- o consolidation of more than 30 highway and public transportation grant programs into fewer and more flexible programs for both rural and urban areas;
- o a uniform Federal share for all grant programs except Interstate construction and Interstate transfer projects;
- o focusing the transit discretionary program on major investments;
- o an expanded bridge replacement and rehabilitation program;
- o a unified safety program; and
- o greater flexibility for state and local governments to pursue their own priorities.

To achieve our objectives in this area, we propose a re-organization of a variety of highway and transit programs into a simpler and more manageable system of federal assistance. Certain aspects of our new approach to these programs should be emphasized.

Transportation Planning

To promote more efficient short range and long range planning by state and local officials, I propose to consolidate highway and transit planning funds and to distribute these funds as a single grant, under a formula to be determined by the Secretary of Transportation.

Planning grants will be made directly to designated metropolitan planning organizations in urbanized areas over one million in population. The Secretary will review transportation plans for such areas to ensure that they take reasonable account of such issues as air quality, energy conservation, environmental quality, accessibility to employment, effect on minorities, housing, land use and future development. The planning process for other areas will be strengthened as well.

Interstate System

Our first priority will be to complete the essential gaps in the Interstate System. Fifty percent of the apportionment formula will be based on the cost to complete the essential gaps and fifty percent on the cost to complete the total system. Highway projects substituted after an Interstate withdrawal will be funded from a state's Interstate apportionment, and substitute mass transit projects will be funded from the General Fund. Interstate substitute projects, both highway and transit, will be eligible for a 90% federal share.

States will be required to have completed the Environmental Impact Statement process or to have submitted an application for an Interstate withdrawal on all uncompleted segments of the Interstate by September 30, 1982. Segments which have not met either requirement will be removed from the system. All incomplete Interstate segments must be under contract for construction and initial construction must have commenced by September 30, 1986.

Federal-Aid Primary System

To simplify an unduly restrictive funding structure, seven highway categories will be consolidated into a single Primary program. Funds will be apportioned by a formula specified in the legislation and the Federal share will be 80%. Up to fifty percent of a state's primary system funds may be transferred to the urban highway or the small urban and rural transportation programs.

Urban Formula Grants

Two compatible programs will be established, one for highways and one for transit, for all urbanized areas with a population of 50,000 or more. The highway program will consolidate five categorical programs, and all urban roads not on the Interstate or primary systems will be eligible for assistance. The transit program will provide assistance for the acquisition, construction and improvement of facilities and equipment for use in public transportation services and the payment of operating expenses, including commuter rail operating expenses.

Funds will be apportioned by formula and the federal share for capital projects will be 80%. The highway formula will be based on urbanized area population. Up to fifty percent of the urban highway funds may be transferred to the Primary program or to the small urban and rural program. Up to fifty percent of the transit funds may be transferred to the highway program. Highway funds will continue to be available for transit capital projects.

Governors and local officials will be required to designate a recipient or recipients for urban highway funds in urbanized areas with a population of one million or more. By this step we will significantly improve the opportunity for large cities to become more involved in the planning and programming of their highway systems. Urban highway funds for areas with small populations will go to the State.

Urban Discretionary Grant

This transit grant program will be focused on major expansion of bus fleets and new fixed guideway projects, including extensions of existing systems, and joint development projects.

Small Urban and Rural Formula Grant

To meet the unique needs of small cities and rural communities, we propose a consolidated grant program for highways and transit for all areas with a population below 50,000, with the state as the recipient.

Nine categorical highway programs will be consolidated into this new program, and all public roads not on the Interstate or primary systems will be eligible for assistance. The new program will provide assistance for both capital and operating expenses for public transportation in small urban and rural communities. Authorization for this program would come out of the Highway Trust Fund, but the Trust Fund would be reimbursed out of the General Fund for transit operating expenses.

Safety Program

To allow more flexible and rational use of funds, six highway safety programs will be consolidated into a single safety grant to states, with the federal share at 80%.

Bridge Program

For the first time states will be able to use substantially increased funds for rehabilitation as well as replacements of deteriorating bridges. The federal share will be 80%, and up to thirty percent of the funds will be available for bridges not on the Federal-aid highway systems.

Authorizations

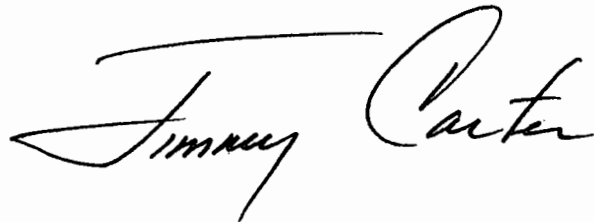
The proposed authorizations are designed to permit better long term planning by those responsible for both highway and transit development. The Highway Trust Fund will be extended for an additional four years. The formula grant programs will be authorized for a four year period, and the urban discretionary grant program will be authorized for a five year period.

In proposing the reforms contained in this legislation I recognize the critical relationship between transportation, energy and development in urban and rural areas. I believe that these proposals will lead toward energy conservation and better land use. The enactment of this legislation will bring

-5-

new opportunities and responsibilities to state and local officials, will respond to the problems of the present programs, and will help to place the surface transportation system on a sound financial basis.

I ask the Congress to move promptly to pass this highway and transit legislation.

A handwritten signature in cursive script, reading "Jimmy Carter". The signature is written in dark ink on a white background.

TO THE CONGRESS OF THE UNITED STATES:

I am today transmitting to Congress proposed legislation that will significantly improve the organization and operation of the Federal government's highway and transit programs.

One of the Administration's important goals is to develop a well balanced national transportation policy, one which takes account of our increased sensitivity to the effects of transportation on the social and economic life of our cities and rural communities. The reforms which are proposed in this legislation are designed to make certain that the nation has an effective transportation system, which uses energy more efficiently, enhances the quality of life in our urban and rural areas, and helps expand our economy.

The program I am proposing will intensify the Federal effort to complete the Interstate System and provide flexible assistance for highway construction and transit development. The legislation would authorize more than \$50 billion over the next five years and proposes the following changes to meet national transportation needs:

- a comprehensive transportation planning program;
- measures to speed completion of the Interstate System and to improve maintenance;
- consolidation of more than 30 highway and public transportation grant programs into fewer and more flexible programs for both rural and urban areas;
- a uniform Federal share for all grant programs except Interstate construction and Interstate transfer projects;

- focusing the transit discretionary program on major investments;
- an expanded bridge replacement and rehabilitation program;
- a unified safety program; and
- greater flexibility for state and local governments to pursue their own priorities.

To achieve our objectives in this area, we propose a reorganization of a variety of highway and transit programs into a simpler and more manageable system of federal assistance. Certain aspects of our new approach to these programs should be emphasized.

Transportation Planning

To promote more efficient short-range and long-range planning by state and local officials, I propose to consolidate highway and transit planning funds and to distribute these funds as a single grant, under a formula to be determined by the Secretary of Transportation.

Planning grants will be made directly to designated metropolitan planning organizations in urbanized areas over one million in population. The Secretary will review transportation plans for such areas to ensure that they take reasonable account of such issues as air quality, energy conservation, environmental quality, accessibility to employment, effect on minorities, housing, land use and future development. The planning process for other areas will be strengthened as well.

Interstate System

Our first priority will be to complete the essential gaps in the Interstate System. Fifty percent of the apportionment formula will be based on the cost to complete the essential gaps and fifty percent on the cost to complete

the total system. Highway projects substituted after an Interstate withdrawal will be funded from a state's Interstate apportionment, and substitute mass transit projects will be funded from the General Fund. Interstate substitute projects, both highway and transit, will be eligible for a ninety percent federal share.

States will be required to have completed the Environmental Impact Statement process or to have submitted an application for an Interstate withdrawal on all uncompleted segments of the Interstate by September 30, 1982. Segments which have not met either requirement will be removed from the system. All incomplete Interstate segments must be under contract for construction and initial construction must have commenced by September 30, 1986.

Federal-Aid Primary System

To simplify an unduly restrictive funding structure, seven highway categories will be consolidated into a single Primary program. Funds will be apportioned by a formula specified in the legislation and the Federal share will be eighty percent. Up to fifty percent of a state's primary system funds may be transferred to the urban highway or the small urban and rural transportation programs.

Urban Formula Grants

Two compatible programs will be established, one for highways and one for transit, for all urbanized areas with a population of 50,000 or more. The highway program will consolidate five categorical programs, and all urban roads not on the Interstate or primary systems will be eligible for assistance. The transit program will provide assistance for the acquisition, construction

and improvement of facilities and equipment for use in public transportation services and the payment of operating expenses, including commuter rail operating expenses.

Funds will be apportioned by formula and the federal share for capital projects will be eighty percent. The highway formula will be based on urbanized area population. Up to fifty percent of the urban highway funds may be transferred to the Primary program or to the small urban and rural program. Up to fifty percent of the transit funds may be transferred to the highway program. Highway funds will continue to be available for transit capital projects.

Governors and local officials will be required to designate a recipient or recipients for urban highway funds in urbanized areas with a population of one million or more. By this step we will significantly improve the opportunity for large cities to become more involved in the planning and programming of their highway systems. Urban highway funds for areas with small populations will go to the State.

Urban Discretionary Grant

This transit grant program will be focused on major expansion of bus fleets and new fixed guideway projects, including extensions of existing systems, and joint development projects.

Small Urban and Rural Formula Grant

To meet the unique needs of small cities and rural communities, we propose a consolidated grant program for highways and transit for all areas with a population below 50,000, with the state as the recipient.

Nine categorical highway programs will be consolidated into this new program, and all public roads not on the Interstate or primary systems will be eligible for assistance. The new program will provide assistance for both capital and operating expenses for public transportation in small urban and rural communities. Authorization for this program would come out of the Highway Trust Fund, but the Trust Fund would be reimbursed out of the General Fund for transit operating expenses.

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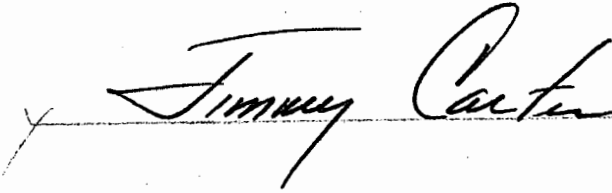
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In proposing the reforms contained in this legislation I recognize the critical relationship between transportation, energy and development in urban and rural areas. I believe

that these proposals will lead toward energy conservation and better land use. The enactment of this legislation will bring new opportunities and responsibilities to state and local officials, will respond to the problems of the present programs, and will help to place the surface transportation system on a sound financial basis.

I ask the Congress to move promptly to pass this highway and transit legislation.

A handwritten signature in cursive script, reading "Jimmy Carter", is written over a horizontal line. The signature is fluid and stylized, with a large initial "J" and "C".

THE WHITE HOUSE,

THE WHITE HOUSE
WASHINGTON

January 26, 1978

Jim Gammill
Bob Lipshutz

The attached was returned in the
President's outbox and is forwarded
to you for appropriate handling.

Rick Hutcheson

RE: RESUBMISSION OF PRESIDENTIAL
APPOINTMENTS

THE WHITE HOUSE
WASHINGTON

	FOR STAFFING
	FOR INFORMATION
✓	FROM PRESIDENT'S OUTBOX
	LOG IN/TO PRESIDENT TODAY
	IMMEDIATE TURNAROUND

ACTION	FYI	
		MONDALE
		COSTANZA
		EIZENSTAT
		JORDAN
✓		LIPSHUTZ
		MOORE
		POWELL
		WATSON
		McINTYRE
		SCHULTZE

	ENROLLED BILL
	AGENCY REPORT
	CAB DECISION
	EXECUTIVE ORDER
	Comments due to Carp/Huron within 48 hours; due to Staff Secretary next day

	ARAGON
	BOURNE
	BRZEZINSKI
	BUTLER
	CARP
	H. CARTER
	CLOUGH
	FALLOWS
	FIRST LADY
	HARDEN
	HUTCHESON
	JAGODA
✓	GAMMILL

	KRAFT
	LINDER
	MITCHELL
	MOE
	PETERSON
	PETTIGREW
	POSTON
	PRESS
	SCHLESINGER
	SCHNEIDERS
	STRAUSS
	VOORDE
	WARREN

THE WHITE HOUSE
WASHINGTON

January 25, 1978

Why?
J
JFJ

MEMORANDUM FOR:

THE PRESIDENT

FROM:

JAMES F. GAMMILL, JR.

SUBJECT:

Presidential Appointments

Per the request of Robert Lipshutz, I am resubmitting
this memorandum and nomination document without the
Federal Election Commission and Corporation for Public
Broadcasting.

To be Members of the Board of Directors of the National
Railroad Passenger Corporation for the terms indicated:

For the remainder of the term expiring July 18, 1978:

Frank H. Neel, of Georgia.
James R. Mills, of California.

For a term expiring July 18, 1980:

Harry T. Edwards, of Michigan.
Charles Luna, of Texas.

For a term expiring July 18, 1981:

Anthony Haswell, of Illinois.
Ronald G. Nathan, of the District of Columbia.

William M. Isaac, of Kentucky, to be a Member of the
Board of Directors of the Federal Deposit Insurance
Corporation for a term of six years.

Louis Polk, of Ohio, to be Chairman of the United
States Metric Board for a term of six years.

780229

THE WHITE HOUSE
WASHINGTON

January 26, 1978

Stu Eizenstat
Bob Lipshutz

The attached was returned in
the President's outbox today
and is forwarded to you for
your information. The signed
original has been given to
Bob Linder for appropriate
handling.

Rick Hutcheson

cc: Bob Linder

RE: CAB - TRANSATLANTIC ROUTE
PROCEEDING

THE WHITE HOUSE
WASHINGTON

January 23, 1978

MEMORANDUM FOR: THE PRESIDENT
FROM: STU EIZENSTAT *Stu*
BOB LIPSHUTZ *BL*
SUBJECT: Transatlantic Route Proceeding

The Civil Aeronautics Board has resubmitted its order in accordance with your decisions to (1) award the Dallas/Fort Worth-London route to Braniff; (2) add Amsterdam and Frankfurt to National's route system; and (3) approve all other portions.

The revised order accords with your decisions and we recommend that you approve it. There is no time deadline.

We also recommend that you sign the attached letter to the chairman thanking them for their cooperative spirit they demonstrated in expediting the case. The letter also states that although you disagree with the Board on some portions, you believe both are attempting to achieve a more competitive industry.

✓ APPROVE

_____ DISAPPROVE

THE WHITE HOUSE

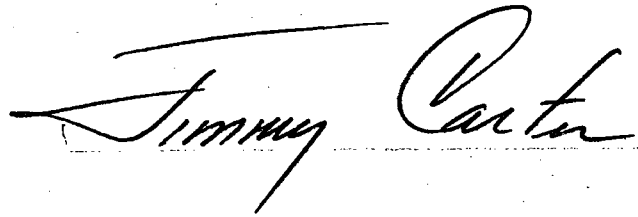
WASHINGTON

Dear Mr. Chairman:

I have reviewed and signed the revised order which you submitted to me in the Transatlantic Route Proceeding, Docket 25908.

I appreciate the cooperative spirit the Board has demonstrated in handling this important case on an expedited basis. Although I disagreed with a portion of the Board's decision, I believe that you and I are both attempting by decisions such as these to achieve the same goal--a more competitive environment for the international aviation industry.

Sincerely,

A handwritten signature in cursive script, reading "Jimmy Carter". The signature is written in dark ink and is positioned to the right of the typed name.

Honorable Alfred E. Kahn
Chairman
Civil Aeronautics Board
Washington, D.C. 20428

344

THE WHITE HOUSE
WASHINGTON
January 26, 1978

Stu Eizenstat
Bob Lipshutz

The attached was returned in the President's outbox today and is forwarded to you for your information. The signed original has been given to Bob Linder for appropriate handling.

Rick Hutcheson

cc: Bob Linder

RE: CAB - TRANSATLANTIC SUPER-
APEX - Docket 31564

THE WHITE HOUSE

WASHINGTON

January 24, 1978

MEMORANDUM FOR THE PRESIDENT

FROM:

BOB LIPSHUTZ
STU EIZENSTAT

BL
SE

RE:

CAB Decision Re
Transatlantic Super-APEX Fares
Proposed by Various Carriers
(Docket 31564)

This is another in the series of CAB decisions vacating suspensions of super-APEX fares following negotiation of an appropriate ad hoc agreement with the country involved--in this case Mexico. These fares represent 50 percent discounts for Aeromexico service between Miami and Spain. The ad hoc agreement permits the fares to be suspended in the future if they prove predatory.

By signing the attached letter, you will permit these discount fares to be quickly implemented. We recommend that you approve the Board's action by signing the letter.

☒ Approve

 Disapprove

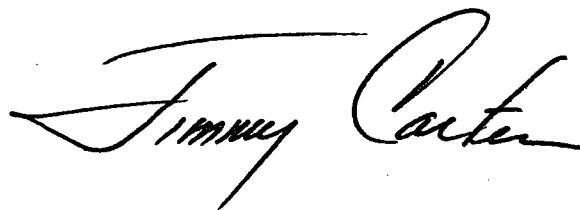
THE WHITE HOUSE
WASHINGTON

Dear Mr. Chairman:

I have reviewed your proposed order (Docket 31564) dated January 19, 1978. That order would vacate previous suspensions to allow super-APEX fares proposed by Aeromexico between Miami and Spain to be quickly implemented.

I have decided to take no action and allow the Board's order to stand.

Sincerely,

A handwritten signature in cursive script, reading "Jimmy Carter". The signature is written in dark ink and is positioned below the word "Sincerely,".

Honorable Alfred E. Kahn
Chairman
Civil Aeronautics Board
Washington, D. C. 20428

12:15 PM

THE WHITE HOUSE
WASHINGTON

January 25, 1978

MEETING WITH GENERAL DANIEL ("CHAPPIE") JAMES, JR.

Thursday, January 26, 1978
12:15 p.m. (10 minutes)
Oval Office

From: Jack Watson *Jack*

I. PURPOSE

Courtesy call upon General Chappie James' retirement from the military.

II. BACKGROUND, PARTICIPANTS, AND PRESS PLAN

Background: See Attachment One - memorandum and news clippings from Secretary Harold Brown.

Participants:

General Chappie James
Secretary Harold Brown

Press Plan: One minute photo session at beginning of meeting, and White House photographer.

The Career of 'Chappie' James

IN 1943 WHEN Daniel "Chappie" James, fresh from college and eager to join the war effort, enrolled in the U.S. Army Air Corps, he was assigned to an all-black unit. That wasn't an unusual procedure then for either the Air Corps or the other armed services. In fact, it was the norm. The bitter irony of the American military fighting for democracy at home and abroad while itself being rigidly segregated wasn't officially recognized and remedied until after the war. Next month Chappie James retires from the Air Force, ending a 35-year military career. He retires as a four-star general whose last assignment was as commander of the North American Air Defense Command (NORAD). As such, he was the only American military official with emergency authority to deploy nuclear weapons without presidential approval.

There are only 36 officers of four-star rank in the entire U.S. military, so Chappie James is the outstanding exception rather than the rule among both blacks and whites. But reviewing his career does bring into focus the changed climate blacks have found in the military during the last generation. To state it simply, blacks have become an acknowledged integral part of this country's fighting force. The level of achievement they can aspire to is no longer circumscribed by their race. They can be, not *black* soldiers, but soldiers, period. A large measure of the credit for this progress must go to those black soldiers and airmen whose demonstrations against segregation in the armed forces during World War II forced the military to march down the right road on this matter.

Gen. James himself would be the last one to play racial politics in the military. His was a struggle to get in and gain an equal chance to prove his fitness. That he did, as an ace fighter pilot in Korea and Vietnam and in a variety of administrative posts. Some have found his old-fashioned patriotism and unshakeable faith in the American Dream grating, particularly during the latter part of the Vietnam War when he

was the chief spokesman for the Pentagon. But, as Gen. James described himself, he is "above everything else . . . an American . . . a general and a warrior." In all three capacities, he has served his country well.



Wash. Post 1/23/78

ATTACHMENT ONE

THE SECRETARY OF DEFENSE
WASHINGTON

24 JAN 1978

MEMORANDUM FOR THE PRESIDENT

On Thursday, January 26, you will be meeting briefly with General "Chappie" James on the occasion of his retirement, which was occasioned by health considerations.

As you know, General James is the senior black officer in the armed forces and the first black officer to achieve four-star rank. His career has been most distinguished both in war and in peace.

I am enclosing a copy of his biography in case you wish to peruse it. Also enclosed is a copy of a Washington Post editorial this week on Chappie and an Ebony article on his son, Captain Daniel James, III, one of two sons who are following their father's footsteps with military careers.

Harold Brown

Enclosures



Biography

UNITED STATES AIR FORCE

SECRETARY OF THE AIR FORCE
OFFICE OF INFORMATION
COMMAND SERVICES UNIT
BOLLING AFB, D.C. 20332

AV 29-74291
AREA CODE 202/76-74291

GENERAL DANIEL JAMES, JR.

General Daniel James, Jr., is Special Assistant to the Chief of Staff, United States Air Force.

General James was born on February 11, 1920, in Pensacola, Florida, where he was graduated from Washington High School in June 1937. From September 1937 to March 1942, he attended Tuskegee Institute, where he received a bachelor of science degree in physical education and completed civilian pilot training under the Government-sponsored Civilian Pilot Training Program.

He remained at Tuskegee as a civilian instructor pilot in the Army Air Corps Aviation Cadet Program until January 1943, when he entered the program as a cadet and received his commission as a second lieutenant in July 1943. He next completed fighter pilot combat training at Selfridge Field, Michigan, and was assigned to various units in the United States for the next six years.

In September 1949, General James went to the Philippines as flight leader for the 12th Fighter-Bomber Squadron, 18th Fighter Wing, at Clark Field. In July 1950 he left for Korea, where he flew 101 combat missions in F-51 and F-80 aircraft.

General James returned to the United States and in July 1951 went to Otis Air Force Base, Massachusetts, as an all-weather jet fighter pilot with the 58th Fighter-Interceptor Squadron (FIS) and later became operations officer. In April 1953 he became Commander of the 437th FIS, and in August 1955 he assumed command of the 60th FIS. While stationed at Otis, he received the Massachusetts Junior Chamber of Commerce 1954 award of "Young Man of the Year" for his outstanding community relations efforts. He graduated from the Air Command and Staff College in June 1957.

General James next was assigned to Headquarters U.S. Air Force as a staff officer in the Air Defense Division of the Office of the Deputy Chief of Staff for Operations. In July 1960 he was transferred to the Royal Air Force Station at Bentwaters, England, where he served successively as Assistant Director of Operations and then Director of Operations, 81st Tactical Fighter Wing (TFW); Commander, 92d Tactical Fighter Squadron; and Deputy Commander for Operations for the 81st Wing. In September 1964 General James was transferred to Davis-Monthan Air Force Base, Arizona, where he was Director of Operations Training and later Deputy Commander for Operations for the 4453d Combat Crew Training Wing.



OVER

(Current as of January 1978)

General James went to Ubon Royal Thai Air Force Base, Thailand, in December 1966, as Deputy Commander for Operations, 8th TFW, and in June 1967 was named Wing Vice Commander. He flew 78 combat missions into North Vietnam, many in the Hanoi/Haiphong area, and led a flight into the Bolo Mig sweep in which seven Communist Mig 21s were destroyed, the highest total kill of any mission during the Vietnam War.

He was named Vice Commander of the 33d TFW at Eglin Air Force Base, Florida, in December 1967. While stationed at Eglin, the Florida State Jaycees named General James as Florida's Outstanding American of the Year for 1969, and he received the Jaycee Distinguished Service Award. He was transferred to Wheelus Air Base in the Libyan Arab Republic in August 1969 as Commander of the 7272d Fighter Training Wing.

General James became Deputy Assistant Secretary of Defense (Public Affairs) in March 1970 and was designated Principal Deputy Assistant Secretary of Defense (Public Affairs) in April 1973. He assumed duty as Vice Commander of the Military Airlift Command, with headquarters at Scott Air Force Base, Illinois, on September 1, 1974.

General James was promoted to four-star grade and assigned as Commander in Chief, NORAD/ADCOM, Peterson Air Force Base, Colorado, on September 1, 1975. In these dual capacities, he had operational command of all United States and Canadian strategic aerospace defense forces. He assumed his present duty as Special Assistant to the Chief of Staff, United States Air Force, on December 6, 1977.

General James is widely known for his speeches on Americanism and patriotism for which he has been editorialized in numerous national and international publications. Excerpts from some of the speeches have been read into the Congressional Record. He was awarded the George Washington Freedom Foundation Medal in 1967 and again in 1968. He received the Arnold Air Society Eugene M. Zuckert Award in 1970 for outstanding contributions to Air Force professionalism. His citation read "... fighter pilot with a magnificent record, public speaker, and eloquent spokesman for the American Dream we so rarely achieve."

Other civilian awards that General James has received include the following: 1969--Builders of a Greater Arizona Award; 1970--Phoenix Urban League Man of the Year Award, Distinguished Service Achievement Award from Kappa Alpha Psi Fraternity; 1971--American Legion National Commander's Public Relations Award, Veteran of Foreign Wars (VFW) Commander in Chief's Gold Medal Award and Citation; 1975--Capital Press Club, Washington, D.C., Salute to Black Pioneers Award; 1976--Air Force Association Jimmy Doolittle Chapter Man of the Year Award, Florida Association of Broadcasters' Gold Medal Award, American Veterans of World War II Silver Helmet Award, United Service Organization Liberty Bell Award, Blackbook Minority Business and Reference Guidance Par Excellence Award, American Academy of Achievement Golden Plate Award, United Negro College Fund's Distinguished Service Award, Horatio Alger Award, VFW Americanism Medal, Bishop Wright Air Industry Award, and the Kitty Hawk Award (Military). He was awarded honorary doctor of laws degrees from the University of West Florida in 1971, the University of Akron in 1973, Virginia State College in 1974, Delaware State College in 1975, and St. Louis University in 1976. He was also named Honorary National Commander, Arnold Air Society in 1971.

General James is a command pilot. He has received numerous military decorations and awards which are listed in the attached fact sheet.

General James is married to the former Dorothy Watkins of Tuskegee, Alabama. They have a daughter, Danice (Mrs. Frank W. Berry); and two sons, Daniel III, a captain in the Air Force, and Claude.

PERSONAL FACT SHEET - General Daniel James, Jr.

A. Personal Data

1. Born - Feb. 11, 1920, Pensacola, Fla.; son of Mr. and Mrs. Daniel James, Sr. (deceased).
2. Married - Nov. 3, 1942; wife - Dorothy Watkins of Tuskegee, Ala.
Children - Danice, married to Lt. Col. Frank W. Berry, USAF, and they have two children, Jamie and Frank III; Daniel III, Capt. USAF; and Claude.

B. Education

1. Graduate, Washington High School, Pensacola, Fla., 1937.
2. Graduate, Tuskegee Institute, Tuskegee, Ala., B.S. in physical education, 1942; Primary, Basic, and Advanced Flying Schools, Tuskegee, Ala., 1943; Air Command & Staff College, Maxwell AFB, Ala., 1957.

C. Service

1. Jan 1943 - July 1943 Avn. cadet, Tuskegee, Ala.
2. July 1943 - June 1947 Ftr. plt. tng., Selfridge Fld., Mich.; then flt. ldr., asst. ops. off., B-25 plt., 617th Bomb. Gp., Godman Fld., Ky., & Lockbourne AAB, Ohio.
3. July 1947 - Sept 1949 Ftr. plt., 301st Ftr. Sq., inst. tng. off., Lockbourne AFB, Ohio.
4. Sept 1949 - June 1950 Ftr. plt., 12th Ftr. Sq., the Philippines.
5. July 1950 - Apr 1951 Jet ftr. plt., 67th Ftr. Bomb. Sq., 12th Ftr. Bomb. Sq., & 44th Ftr. Bomb. Sq., 18th Ftr. Bomb. Wg., Korea.
6. May 1951 - Mar 1953 Jet ftr. plt., 27th Ftr. Intcp. Sq., Griffiss AFB, N.Y.; later, 58th Ftr. Intcp. Sq., Otis AFB, Mass.
7. Apr 1953 - June 1956 Comdr., 437th Ftr. Intcp. Sq.; later Comdr., 60th Ftr. Intcp. Sq., Otis AFB, Mass.
8. July 1956 - Aug 1956 Sp. Proj. Off., 33d Ftr. Gp., Otis AFB, Mass.
9. Sept 1956 - June 1957 Stu., ACSC, Maxwell AFB, Ala.
10. July 1957 - June 1960 Stf. off., Ops. Con. Div.; later Air Def. Div., DCS/Ops., HQ USAF, Washington, D.C.
11. July 1960 - Jan 1962 Asst. Dir. & later Dir. of Ops., 81st Tac. Ftr. Wg., RAF Sta., Bentwaters, England.
12. Feb 1962 - July 1962 Comdr., 92d Tac. Ftr. Sq., RAF Sta., Bentwaters.
13. July 1962 - Aug 1964 Dep. Comdr. for Ops., 81st Tac. Ftr. Wg., RAF Sta., Bentwaters.
14. Sept 1964 - Nov 1966 Dir. of Ops. Tng.; later Dep. Comdr. for Ops., 4453d Comb. Crew Tng. Wg., Davis-Monthan AFB, Ariz.
15. Dec 1966 - Dec 1967 Dep. Comdr. for Ops.; later Vice Comdr., 8th Tac. Ftr. Wg., Ubon RTAFB, Thailand.
16. Dec 1967 - Aug 1969 Vice Comdr., 33d Tac. Ftr. Wg., Eglin AFB, Fla.

O V E R

17. Aug 1969 - Mar 1970 Comdr., 7272d Fly. Tng. Wg., Wheelus AB, Libyan Arab Republic.
18. Mar 1970 - Apr 1973 Dep. Asst. Secy. of Def. (Public Affairs), OSD, Washington, D.C.
19. Apr 1973 - Aug 1974 Principal Dep. Asst. Sec. of Def. (Public Affairs), OSD.
20. Sept 1974 - Sept 1975 Vice Comdr., MAC, Scott AFB, Ill.
21. Sept 1975 - Dec 5, 1977 CINC, NORAD & CINC, ADCOM, Peterson AFB, Colo.
22. Dec 6, 1977 - Present Special Asst. to the Chief of Staff, USAF, Washington, D.C.

D. Decorations and Service Awards

Distinguished Service Medal (DOD) w/1 oak leaf cluster	Good Conduct Medal
Distinguished Service Medal (AF) w/1 oak leaf cluster	American Defense Service Medal
Legion of Merit w/1 oak leaf cluster	American Campaign Medal
Distinguished Flying Cross w/2 oak leaf clusters	World War II Victory Medal
Meritorious Service Medal	National Defense Service Medal w/1 service star
Air Medal w/13 oak leaf clusters	Korean Service Medal w/4 service stars
Army Commendation Medal	Vietnam Service Medal w/2 bronze service stars
Distinguished Unit Citation Emblem w/1 oak leaf cluster (service before 1965)	Air Force Longevity Service Award Ribbon w/7 oak leaf clusters
Presidential Unit Citation Emblem w/3 oak leaf clusters (service 1965 and later)	Armed Forces Reserve Medal
Air Force Outstanding Unit Award Ribbon w/3 oak leaf clusters	Small Arms Expert Marksmanship Ribbon
Combat Readiness Medal	Republic of Korea Presidential Unit Citation Ribbon
	United Nations Service Medal
	Republic of Vietnam Campaign Medal

E. Effective Dates of Promotions

<u>Grade</u>	<u>Temporary</u>	<u>Permanent</u>
2d Lt	July 28, 1943	
1st Lt	July 1, 1944	
Capt	Oct 31, 1950	Aug 20, 1947
Maj	June 18, 1952	Sept 9, 1952
Lt Col	Apr 25, 1956	Aug 1, 1963
Col	Nov 15, 1964	Sept 15, 1966
Brig Gen	July 1, 1970	Feb 26, 1971
Maj Gen	Aug 1, 1972	Apr 2, 1973
Lt Gen	June 1, 1973	
Gen	Sept 1, 1975	
(Date of Rank Aug. 29, 1975)		

E N D

The Career of 'Chappie' James

IN 1943 WHEN Daniel "Chappie" James, fresh from college and eager to join the war effort, enrolled in the U.S. Army Air Corps, he was assigned to an all-black unit. That wasn't an unusual procedure then for either the Air Corps or the other armed services. In fact, it was the norm. The bitter irony of the American military fighting for democracy at home and abroad while itself being rigidly segregated wasn't officially recognized and remedied until after the war. Next month Chappie James retires from the Air Force, ending a 35-year military career. He retires as a four-star general whose last assignment was as commander of the North American Air Defense Command (NORAD). As such, he was the only American military official with emergency authority to deploy nuclear weapons without presidential approval.

There are only 36 officers of four-star rank in the entire U.S. military, so Chappie James is the outstanding exception rather than the rule among both blacks and whites. But reviewing his career does bring into focus the changed climate blacks have found in the military during the last generation. To state it simply, blacks have become an acknowledged integral part of this country's fighting force. The level of achievement they can aspire to is no longer circumscribed by their race. They can be, not *black* soldiers, but soldiers, period. A large measure of the credit for this progress must go to those black soldiers and airmen whose demonstrations against segregation in the armed forces during World War II forced the military to march down the right road on this matter.

Gen. James himself would be the last one to play racial politics in the military. His was a struggle to get in and gain an equal chance to prove his fitness. That he did, as an ace fighter pilot in Korea and Vietnam and in a variety of administrative posts. Some have found his old-fashioned patriotism and unshakeable faith in the American Dream grating, particularly during the latter part of the Vietnam War when he

was the chief spokesman for the Pentagon. But, as Gen. James described himself, he is "above everything else . . . an American . . . a general and a warrior." In all three capacities, he has served his country well.



23 JAN 78
WP

STAND-IN FOR THE ENEMY

**Capt. Daniel James III
follows in his famed
father's footsteps as
instructor pilot of
elite 'Red' Aggressors**

BY HERSCHEL JOHNSON

It is just past daybreak. Several fighter pilots, red stars emblazoned on their left shoulders, huddle in a briefing room decorated with the flag of the Soviet Union and models of the latest Soviet fighter planes. The pilots have just learned of an imminent U.S. air strike on several strategic Soviet target sites, and it is their mission to prevent it. A crack team of seasoned professionals, the pilots carefully analyze the U.S. attack plans and set up their own defensive maneuvers. When the Americans come, they will find a heated welcome.

Fortunately for the American attackers, and appearances to the contrary, the "Red" pilots are also Americans and comrades-in-arms. As part of the elite aggressor squadrons headquartered at Nellis Air Force Base about eight miles northeast of Las Vegas, they play the "enemy" in a unique tactical Air Command training program nicknamed "Red Flag." The program is designed to provide tactical air crews with training that comes as close as possible to actual combat.

Out on the Nellis runway, Capt. Daniel James III, tall and taut in a green nylon flight suit and with a parachute strapped tightly to his back, makes a last-minute inspection of his F-5E jet fighter. As an Aggressors flight commander and instructor, Capt. James is about to join the air war already under way in the silver and blue skies over the wastelands of the Nevada desert. For Capt. James, this scenario has been a part of life for far longer than his ten-year Air Force career. The son of famed, four-star Air Force Gen. Daniel



At Nellis Air Force Base, Nev., Capt. Daniel James III stands in front of Soviet flag while briefing fellow "enemy" pilots on day's flight mission which entails preventing a squadron of U.S. bombers from striking simulated Soviet targets in the area. He is one of seven instructor pilots of the 67th Fighter Weapons Squadron.

STAND-IN FOR THE ENEMY *Continued*

(Chappie) James Jr., he grew up literally surrounded by airplanes and fighter pilots.

Capt. James and his wingman, Capt. Randy Fitzhugh, begin their takeoff run. Their fast, highly maneuverable fighters, similar in size, performance and camouflage coloration to the Soviet Mig-21s, tear down the runway for takeoff. Soon they are small dots fast disappearing into the bright Nevada sky.

Flying a Soviet formation, the two Aggressors find their radio frequency overcrowded and subsequently jammed. They are reduced to visual signals for communication. Capt. James determines an F-15 threat to the west, signals Fitzhugh, and the two make a hard left turn in that direction. But the F-15s move out of the area. Suddenly, Capt. Fitzhugh, trailing Capt. James, realizes that there's an F-15 close on his own tail. Capt. Fitzhugh climbs hard to the right with Capt. James following suit. As Capt. Fitzhugh tries to shake the F-15, Capt. James brings the plane into his gunsights and rakes its exposed belly with simulated machine gun fire. The F-15 separates to the east.

James and Fitzhugh bring their planes abreast of each other, and try again to pick up the strikers. Ground control informs the two Aggressors that there are strikers crossing to the west. But the strikers have already begun to roll in for their bombing attack on the simulated Soviet sites, and, for safety reasons, Capt. James and Fitzhugh pull away from the engagement.

At that moment, ground control indicates that there are more strikers passing near the Aggressors teammates. Capt. James makes a slicing left turn and picks up two strike aircraft, with Capt. Fitzhugh flying cover. As the striker aircraft begin to climb for their bombing attack, Capt. James fires a simulated missile into one of the planes. Then two F-15s vector in on the two Aggressors, who by now are running low on fuel. James and Fitzhugh decide to forego the engagement, and head for home. This whole scenario, fought at supersonic speeds, has taken just 12 minutes.

Back on the ground, the Aggressors and the air crew representing the American forces go through a series of separate debriefings, then come together for a mass debriefing in which each side gives its analysis of the day's exercise. Since Aggressors planes are equipped with cameras, and the whole operation is monitored and recorded in the ground control center, there is very little guesswork involved in determining the effectiveness of a day's operations.

"We were unsuccessful in that we didn't stop the strike forces and shoot down a bunch of the cover airplanes, the F-15s," says Capt. James, "but we were successful in providing some realistic training. Any time we're providing that added threat and realism to what they have to do, we're successful." Then, recalling the fact that the Aggressors are supposed to be the bad guys, he adds, "We have a saying that any time we (the Aggressors) lose the battle, we (the American forces) are winning the war."



Beginning day's mission, Capt. James (counter-clockwise from left) checks with his crew chief, Airman 1st Class Thomas S. Schubert, climbs into the cockpit of his F-5E Tiger II, signals that he is ready for takeoff, then rises swiftly from runway flanked by his wingman, Capt. Randy Fitzhugh.



"We're trying to be the toughest adversary that our American fighter pilot can face in hopes that he will be superior in combat to his adversary," says Capt. James. That's the Aggressors concept. The Russians have superior numbers to our Air Force, and so we're hoping that the quality of our performance in combat is going to be greatly increased to counterbalance the quantity."

The Red Flag concept grew out of U.S. air combat experiences dating back to World War II, but especially dramatized in the Vietnam war. In Southeast Asia, it was found that the aircrew survival rate increased markedly if they could complete their first ten combat missions. The purpose of Red Flag is to provide realistic combat training equivalent to those first ten missions.

The sprawling Nellis range complex, covering some three million acres and equipped

with realistic ground targets and simulated surface-to-air missile and gun sites, is ideally suited to Red Flag operations. However, the Aggressors also take the training on the road to other bases around the country. So far, nearly 4,000 U.S. aircrew members have undergone Red Flag training, along with some English and Canadian aircrews. Fighter pilots who have participated in the program almost unanimously agree that it is the best peacetime training possible.

"I think it has upgraded the capability of our fighter pilots tremendously, and we have developed a lot of new tactics as a result of it," says Col. Richard Ely, vice commander of the 57th Tactical Training Wing of which the Aggressors squadrons are a part. Some of the old tactics that we had, and had had for years, didn't work at all."

The U.S. Air Force suffered heavy losses in



the Vietnam conflict, and some of the primary reasons were that U.S. pilots were unfamiliar with the capabilities and tactics of enemy fighters, and sometimes misjudged distances when faced with smaller enemy aircraft. Capt. James believes that the Air Force's performance in Southeast Asia would have been greatly improved if there had been a training program similar to Red Flag at the time.

Later in the evening, relaxing in his spacious, sparsely furnished bachelor home in a residential section of Las Vegas, Danny James recalls a nomadic childhood during which he and his family lived in various parts of the United States, Europe and the Philippines.

James spent his high school years in Suffolk, England, but attended college at the University of Arizona, following his father's transfer to Tucson. While he has wanted to be a fighter pilot since childhood, he says that his father

was not his primary inspiration in that regard. "The old adage about, 'I guess you're following in your father's footsteps,' is a trite phrase that's often used in error," says James. "Although I admired and respected my father, and he was inspiring, he was more of an authority figure to me. I could more closely associate with the young fighter pilots who were working for him, and who were closer to my age. To me, their lives were exciting, happy, daring. It seemed like they had the best time in the air and the best time on the ground. I thought, 'Hey, this is great. This is what I want to do.'"

A psychology major and a member of the Air Force ROTC at the university, James was graduated in 1968 with a regular commission, then went on to Air Force pilot training school in Phoenix. However, he wasn't ranked high enough in his class to get one of the very scarce

fighter pilot assignments.

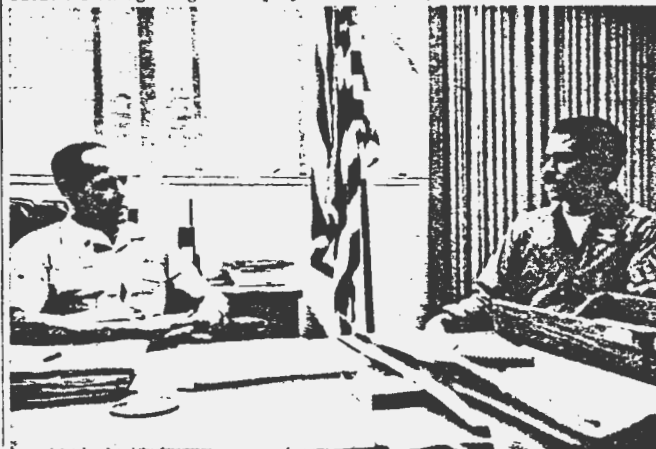
But the goal was still fixed in his mind. James entered the Vietnam War in 1969 as a reconnaissance aircraft pilot, putting in 500 hours of combat flying time. Early one Sunday morning, during a routine patrol of his territory, he spotted a large North Vietnamese troop movement headed towards a Special Forces camp. It was his early warning that averted disaster.

James later returned to Southeast Asia, this time as a fighter pilot in Thailand, towards the wind down of the Vietnam war. Though he garnered 300 hours of fighter time while there, he says that he was involved in only "some very minor engagements."

At the conclusion of his Thailand tour in 1975, James decided to apply for the elite Aggressors squadron. He gained acceptance and, following three months of intensive train-



Videotaped program designed to keep Aggressors abreast of Soviet intelligence is intently viewed by Capts. James and Mack Woolard (top). Above, Capt. James exchanges soul brother handshake with Capt. Lloyd (Fig) Newton, slot pilot for the Thunderbirds, the famed U.S. Air Force precision flying squad. Below, instructor pilot chats with Col. Richard K. Ely, vice commander of 57th Tactical Training Wing and Capt. James' former high school basketball coach.



STAND-IN FOR THE ENEMY *Continued*

ing against various aircraft, because an official member of the outfit. A year later, he was upgraded to the position of instructor pilot responsible for training new men assigned to the unit. Recently, he was promoted again to a flight commander's slot.

Capt. James has wanted to be a fighter pilot for as long as he can remember, and he is still enthusiastic about his career decision. "The competition among fighter pilots is keen," he says. "The type of person who gets in this business and stays in it is a unique, competitive, confident, exceptional individual, I think. He is highly aggressive, and he has an ego."

Capt. James insists that being "the son of" has not made Air Force life easier for him. He eschews the notion that having a highly ranked father in the Air Force has somehow propelled his career. "For every person who's willing to help you because of that kind of situation, there are a lot more people who would just as soon see you fall on your face, or who will try to make things harder for you because of it," says James. "So it kind of balances out." The only thing that really counts, he says, is performance. "I have to perform in my airplane, in my job, on a day-to-day basis, regardless of who I am. That's one thing I like about the fighter pilot business. Fighter pilots don't care whose kid you are. It's a matter of how you perform in the air."

Described by Air Force brass as "one of the best pilots in the Air Force," Capt. Daniel James has only one regret about his service career: he has just about run the course of the two and a half to three year Aggressors tour, and his new assignment could possibly be that bane of fighter pilots, the desk job. "I think right now that being an Aggressor is probably the best flying job in the tactical air force," says James. "It kind of spoils you, though, because there isn't much else to look forward to."



A military family, the James' range from younger brother Claude (r.) a PFC in the Army, through Capt. Daniel Jr. (l.) and General Daniel (Chappie) James, their father. Gen. James will retire from Air Force in a couple of months.

7 30 AM

THE PRESIDENT HAS SEEN.

THE WHITE HOUSE

WASHINGTON

January 26, 1978

MEMORANDUM FOR THE PRESIDENT

FROM: PETER BOURNE **P.B.**

SUBJECT: APPOINTMENT OF OUR AMBASSADOR TO AFGHANISTAN.

Charles O'Keefe is on the list for you to consider for appointment as Ambassador to Afghanistan. He has an extensive background in narcotics, has spent considerable time in Afghanistan, is very well regarded by major figures in the Afghan government, and was one of your earliest supporters in Richmond.

I believe Cy Vance intends to recommend someone else on the list, a career foreign service officer. This is not, I believe, based on the merits of the individuals involved or the kind of problems we face in Afghanistan, but rather an overall concern he has about the need to fill as many slots as possible with career people.

Apart from the issue of Soviet influence, narcotics is the number one issue in Afghanistan. Afghanistan is now the world's largest producer of illicit opium (following our success in Mexico and Burma). Latest intelligence reports indicate that Afghan production in 1977 exceeded the combined totals of Burma, Thailand, and Laos.

We have not been successful so far in influencing the Afghan government to clamp down on cultivation. I feel that we can only achieve this if we have an Ambassador who is fully familiar with the country and this issue. The appointment of Charles O'Keefe would alone symbolically signify to them our serious intent to address this problem. I had raised this issue with you in a memo several months ago, and you had approved my submitting his name for consideration (see the attached).

I hope that you might be willing to make an exception to Cy Vance's recommendations in this case which I feel will significantly help our overall narcotic effort.

PGB:ss

Attachment

MEMORANDUM FOR THE PRESIDENT

FROM: PETER BOURNE

SUBJECT: SPECIFIC RECOMMENDATIONS: AFGHANISTAN

4. By far the most important decision to be made in support of our efforts is on selection of our next Ambassador to Kabul. In order for us to be able to follow through on our devised strategy and escalate anti-narcotics efforts at the earliest possible moment, it is important that in addition to a firsthand knowledge of Afghanistan and its political constraints, our next Ambassador should be competent in the narcotics field and have an existing relationship with the leaders of Afghanistan at the Ministerial level.

An individual with these qualification is available. He is not, however, a career Foreign Service Officer, and consequently a determination must be made that the appointment to Afghanistan should be considered by the Ambassadorial Review Commission, which it has not been up to this point. The Commission has the name of the individual before it, as well as Congressional recommendations and would in all likelihood include that name in any list submitted to you. I would therefore suggest that Afghanistan be considered a country to which a non-career assignment would be appropriate. With your approval, such a suggestion will be made to Secretary Vance.

ok
J

PGB:ss

THE WHITE HOUSE
WASHINGTON
January 25, 1978

Bob Lipshutz

The attached was returned in the President's outbox today and is forwarded to you for your information. The signed original has been given to Richie Reiman for appropriate handling.

Rick Hutcheson

cc: R. Reiman

RE: UNITED NEGRO COLLEGE FUND, INC

THE WHITE HOUSE
WASHINGTON
January 26, 1978

Jody Powell
Jim Fallows

The attached was returned in
the President's outbox. It is
forwarded to you for appropriate
handling.

cc: Rick Hutcheson
The Vice President
Hamilton Jordan
Zbig Brzezinski

RE: SUGGESTED OUTLINE: PANAMA CANAL
SPEECH

ADMINISTRATIVELY CONFIDENTIAL

THE WHITE HOUSE
WASHINGTON

	FOR STAFFING
	FOR INFORMATION
✓	FROM PRESIDENT'S OUTBOX
	LOG IN/TO PRESIDENT TODAY
	IMMEDIATE TURNAROUND

**"DETERMINED TO BE AN ADMINISTRATIVE MARKING
CANCELLED PER E.O. 12356, SEC. 1.3 AND
ARCHIVIST'S MEMO OF MARCH 16, 1947"**

ACTION	FYI	
	✓	MONDALE
		COSTANZA
		EIZENSTAT
	✓	JORDAN
		LIPSHUTZ
		MOORE
✓		POWELL
		WATSON
		McINTYRE
		SCHULTZE

	ENROLLED BILL
	AGENCY REPORT
	CAB DECISION
	EXECUTIVE ORDER
	Comments due to Carp/Huron within 48 hours; due to Staff Secretary next day

	ARAGON
	BOURNE
✓	BRZEZINSKI
	BUTLER
	CARP
	H. CARTER
	CLOUGH
✓	FALLOWS
	FIRST LADY
	HARDEN
	HUTCHESON
	JAGODA
	GAMMILL

	KRAFT
	LINDER
	MITCHELL
	MOE
	PETERSON
	PETTIGREW
	POSTON
	PRESS
	SCHLESINGER
	SCHNEIDERS
	STRAUSS
	VOORDE
	WARREN

1/25/78

cc Follows
Pondell
J

SUGGESTED OUTLINE: PANAMA CANAL SPEECH

General Guidelines

1. The talk should be short, 10-15 minutes.
2. The tone should be confident, positive, and forward looking rather than dwelling on past sins in our dealings with Panama.

Concise - tough - pointed
one idealistic part - use McCullough's letter for idea

I. A brief history (1 minute)

- A. Background of the 1903 treaty.
- B. Magnitude of the engineering achievement.
- C. The 1959 and 1964 troubles, and how they led a series of American Presidents to seek a modernized treaty.

II. What the new treaties do (2 minutes)

A. Partnership with Panamanians.

1. Training in Canal operations.
2. Collaboration in the new agency.
3. Toll-sharing.
4. Sharing of defense responsibility.

B. Guarantees of perpetual neutrality after 1999. ✓

C. The sea-level canal. ✓ "No bidding by outsiders to parallel & bypass US-Panama Canal"

Have format?
a) Concern or
b) refutation
(a series)

III. Answers to the following main objections to treaties:

A. The Canal is ours; we bought it and paid for it, so why should we give it away?

B. We will no longer be able to defend the Canal, and the Treaties will hurt our national security. ✓

McCullough - 50,000 men
We want partnership - not military confrontation in Panama - JC's 100,000

C. Our ships could not go to the head of the line in time of emergency. Quote treaty & joint statement

D. The Treaties will create a power vacuum, which the Communists could fill. They are another sign of our retreat from world power and another opening for our enemies.

Disruption of our relations in Panama & Western Hemisphere nations = opening for Communists

- us
never had
sovereignty
We want canal open
& neutral*
- E. The Panamanians are incapable of operating the Canal. *Engineering feat - simplicity 22 years many now*
- F. They could close it at will -- and might, because of their political instability. *Good faith of Panama govt.*
- G. General Torrijos is unpredictable, unreliable, and a violator of human rights. *Record - 75 yrs. Senators, others, fearfully impressive took case to people in referendum - 0.5 months*
- H. The Treaties are costing our taxpayers an arm and a leg. *Fees are source of payments to U.S. & to Panama. Orig investment vs total receipts*
- I. We have negotiated in secret and have succumbed to political blackmail. *Negotiated in good faith Open principles - Terms publicized when known*
- J. The Treaties take away our option to build a sea-level Canal some place besides Panama. *Studies for 75 years. emphasize recent (LBJ) study*

IV. Why we should have the new Treaties.

- A. For national pride -- ours and the Panamanians.
1. We should have the same 20th century regard for others as we showed in another recent treaty, the Alcan pipeline agreement. In today's world, a "Pipeline Zone" would have been unthinkable.
 2. We are mature and confident; fairness is a function of greatness. Also, our strength has always rested on our ability to adapt to change.
 3. Panamanian pride deeply engaged, particularly since the referendum.
- B. Better economic, commercial, and political relations with Latin America and whole third world through elimination of last colonial vestiges.
- C. Treaties necessary for national security.
1. They ratify present rather than past realities, and are hence more likely to be observed.
 2. They make the Panamanians our partners in Canal's defense, rather than indifferent bystanders.
 3. Thus they make it easier, not harder, to defend Canal.

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THE PRESIDENT HAS SEEN.

STATEMENT
BY CONGRESSMEN DON BONKER (D-WASH) AND PAUL TSONGAS (D-MASS)
TO PRESIDENT CARTER
CONCERNING U.S. POLICY IN THE HORN OF AFRICA

Thursday, January 26, 1978

Mr. President: We have recently returned from a twelve day factfinding mission to the Horn of Africa. We met with four heads of state during our trip, including a rare session with Col. Mengistu Haile-Mariam of Ethiopia.

Attached is a copy of our report to Congress which provides an account of our meetings and an assessment of the current political situation in the Horn. In the report we also examine U.S. policy options and set forth our findings and recommendations.

Nowhere in Africa is there more potential for major instability and violent crises than in the Horn. Not even in Southern Africa are the problems as complex and acute. Nor on the African continent is there an area where the potential for East-West confrontation is greater or strategic questions more important. For the United States, both our security interests and those of our close allies are threatened. For Africans, the challenge of self-determination, the unraveling of established borders, and indeed the survival of some governments are at stake.

In recent years there has been an emerging uncertainty as to precisely what U.S. interests are in the Horn Region and what priority these interests should have in determining U.S. policy in Africa. Unfortunately, the rapid unfolding of events in the Horn, accompanied by rising passions regarding the Soviet and Cuban presences there, have not been conducive to formulating a viable and well-balanced U.S. policy toward the region.

Obviously this is a critical time for U.S. policy in the Horn of Africa. Actions and statements by the U.S. during the past year have made it difficult for Ethiopia to regard our official policy of total neutrality between disputing states as credible. Our apparent disinterest in helping Ethiopia--perhaps on the basis of its Marxist Government and sordid human rights record--has left a gap. At this point the Ethiopian Government has no viable alternative to Soviet domination. One wonders whether history is not repeating itself, reflecting Cuba's experience following the Revolution there. Quite legitimately, the U.S. is concerned about the massive Soviet supply of arms to Ethiopia which is unprecedented in scope and magnitude in African history. But at the same time, unless the U.S. pursues a prudent course, we risk the danger of treating Ethiopia

2.

simplistically, i.e. as a satellite of the Soviet Union rather than as an independent country seeking to hold itself together and repel an invading force.

This is not to imply that the U.S. should ignore the gross violations of human rights in Ethiopia, some of which we witnessed personally. Rather, it is through a policy of engagement that the U.S. has the best hope of encouraging respect for human rights in Ethiopia. Appointing a high-level ambassador and increasing our level of humanitarian aid to Ethiopia would be appropriate gestures of our good will, and representative of our commitment not to abandon the people of Ethiopia with whom the U.S. has had close historical ties.

At the moment, the largest challenge for U.S. policy looming very immediately on the horizon is the possibility of an Ethiopian attack on Hargessa and Berbera, to be used as a bargaining lever in effectuating a withdrawal by Somalia from the entire Ogaden area. In our opinion, this would greatly alter the present situation by making Ethiopia (backed by Soviet forces) an invader. It would also increase the prospect of sympathetic Arab states becoming directly involved on behalf of Somalia in the conflict.

Mr. President, we are encouraged by the willingness of yourself and other members of the Administration to meet with us and seriously consider our views. We hope the findings and recommendations which follow will be helpful in arriving at a better understanding of the complexities which underlie conflicts in the Horn of Africa. For our part, we look forward to working collaboratively with the Executive Branch in the interest of shaping a responsive and appropriate strategy for helping to bring peace and ease tension in that part of the world.

FINDINGS

THE HORN OF AFRICA

- * The political situation in the Horn of Africa today is volatile and potentially dangerous. The Russian involvement in the Horn has proved both disrupting to the states involved and disturbing for U.S. security interests. The worst-case scenario would have the Soviets controlling or influencing potentially all but one (Sudan) of the countries in and around the Horn.
- * No country in the Horn is so stable and secure that it cannot be threatened internally or externally--Communist activities and coup attempts are never remote possibilities.
- * There are legitimate security implications for the U.S. and her allies in the Horn of Africa.
- * Recent Soviet activities are incompatible with African nationalism and threatening to countries striving to maintain self-determination. While not wanting to minimize the serious nature of these activities, the recent experience of Egypt, Sudan, and Somalia suggests that in the end African nationalism is a more powerful political force than Communism in the African continent. The U.S. should recognize this, for, left to their own devices, African nations can resolve their disputes both collectively and individually far more effectively than the super-powers can do it for them.

OGADEN CONFLICT

- * Somalia-Ethiopia conflict in the Ogaden is serious and threatens the peace of the entire Horn. The conflict over the Ogaden will not be resolved militarily and a negotiated settlement appears unlikely at this time.
- * The Ogaden is an area deeply rooted in conflict between the two countries, intensified by the fact that most Somalians inhabit a region belonging to Ethiopia, now at war due primarily to heavy Russian military aid to Somalia.
- * The war is not just military adventurism, but it is an issue deeply felt at the grass roots in both Ethiopia and Somalia. It is a rallying point for political and military leaders in both countries engaged in the conflict.

- * The OAU has proved ineffective in dealing with the Ogaden conflict. African leaders are understandably nervous about the Ogaden issue because it represents a possible "unraveling" of African borders--thus, they hold clearly to OAU's 1964 recognition of existing boundaries.

ETHIOPIA

- * Addis Ababa is in a seige of terror and violence. Massive quantities of Russian military equipment and Russian-Cuban personnel are being sent to Ethiopia, through a major airlift program and the port of Mombassa in Kenya.
- * Col. Mengistu is a thoughtful and determined, but unstable, leader who has permitted Russia to influence Ethiopia's political and military affairs, and allows terror and killings to purge opponents and solidify his power. His policies are seen in the context of a "revolutionary struggle" taken from post-Czarist Russia.
- * Eritrea continues to be a vexing issue for the Derg, as it was for Haile Selassie, but Ethiopian control is unlikely due to religious and tribal differences that exist in the internal disarray in Addis.

SOMALIA

- * Somalia's annexation plans for a "Greater Somalia" are a source of major problems in the Horn. President Siad Barre appears interested in ending the conflict in Ogaden through negotiation, but that includes a form of "self-determination" for the inhabitants of Somalia.
- * Somalia is in desperate need of security assistance and, if none is provided, will lose in the Ogaden. Possibly Hargeessa and the strategic port of Berbera may also be threatened, which could prove politically fatal to Siad Barre and pose security problems for the U.S.

SUDAN

- * Sudan feels threatened by Ethiopia on one side and Libya on the other. President Nimeiri is willing to assist (equipment and even one brigade) Somalia if supported by OAU, Arab League, or the U.N. The Sudanese are helping the Eritreans in various non-military ways in their struggle against Ethiopia.
- * President Nimeiri is a responsible and moderate leader who is promoting local autonomy and economic development that could be a model for all Africa.

KENYA

- * Kenya is militarily weak and may prove vulnerable to surrounding states. She is somewhat paranoid about an impending Somalian attack in the north and is preparing a case for an accelerated defense program.
- * While presently allowing Russia to use her ports and roads to send supplies to Ethiopia to help fight against the Somalians, Kenya's greatest concern is with Ethiopia, and for that reason she could be enlisted in a strategy to contain Soviet influence in the area.
- * The post-Kenyatta period could well be marked with political turmoil and uncertainty that could prove damaging to western interests there.

EGYPT

- * Egypt has expressed concern over Soviet activity in the Horn of Africa and is prepared to support efforts to contain and impede their influence.
- * President Sadat has moral, religious, and political ties to Arab brothers in the Horn and has already demonstrated his support by giving arms (\$30 million) to Somalia and supplies to Sudan. He attaches great significance to North Africa and feels the U.S. should be more actively involved.

RECOMMENDATIONS

1. The U.S. should make clear its position of total neutrality between the disputing states in the Horn of Africa.

a. We should speak out against the Somali incursion into the Ogaden and urge that boundary issues be negotiated through the United Nations, the OAU, or among the states involved.

b. The United States should express its concern over a possible Ethiopian invasion into Somalia, specifically the Hargessa-Berbera area. Should the Ethiopians cross the border into northern Somalia, there will be regional warfare involving the Somalis, Egyptians, Sudanese, and perhaps other Arab League states.

c. We should cease criticizing Ethiopia simply for accepting Soviet equipment. Faced with the well-trained and equipped Somali forces in the Ogaden, Ethiopia had no choice if it hoped to regain what it considers its territory.

d. The United States should treat Ethiopia as an independent country, not as a Soviet satellite. We should encourage African nationalism which runs counter to Soviet-Marxist influence, particularly in Ethiopia. We must avoid putting Mengistu and Ethiopia in the position that we put Castro and Cuba in ten years ago--i.e., having no place to go except to the Soviet Union. Rather than cutting off our relations with Ethiopia, they should be strengthened to nurture Ethiopian nationalism as an alternative to Marxism.

e. The United States should use its influence to see that full rights and privileges are extended to the Somali inhabitants of the Ogaden section of Ethiopia and the Northern Frontier District of Kenya.

2. The U.S. must get involved politically in the Horn to ameliorate existing problems through negotiation.

a. The U.S. should promote alliances among affected states (Somalia, Sudan, Kenya, Egypt, Djibouti, Eritrea) that encircle Ethiopia--to demonstrate concern and opposition to Soviet interest and activities in the area.

b. The State Department should explore additional policy options that can make us more effective in the Horn of Africa, while refraining from encouraging third parties to assist Somalia in ways which would allow her to do more than provide for her own defense.

3. The U.S. should voice deep concern for human rights in Ethiopia and object to Russia's complicity and support of what is happening here.

a. The terrorism and killings in Addis Ababa are not only repugnant to the Free World, but offer no hope of long term peace or reconciliation of competing groups in that war-torn country. Without such reconciliation, there is no end in sight to the bloodshed and fear.

b. The U.S. should make clear to Ethiopia that our concern is not ideological, but for outside influence and overall instability in the area, and Ethiopia's excesses that lead to human rights violations.

c. By contrast, praise should be given to President Nimeiri of Sudan for his policy of "reconciliation" and freeing of political prisoners, including adversaries who attempted a coup last year.

4. The U.S. should continue and even accelerate economic humanitarian assistance to all of the countries in the Horn.

a. There is still no substitute for helping the people, regardless of the political situation. Most African leaders realize and value such aid and their political future rests with a contented population.

b. In part the conflicts in the Horn have been nurtured by neglect and considerable need. We find the best cure to revolution and regional wars is a stable economy and people being cared for. This is the sort of thing the U.S. does best.

c. Sudan's Nimeiri should especially be blessed with U.S. support because of his policy of local autonomy--in fact, Sudan has the potential of becoming a model for all of Africa. Somalia desperately needs help

because of recurring droughts and Western neglect in the past. Siad Barre has obviously placed a high priority on economic development and the state's economic planner is quite impressive. We have a chance here to demonstrate the success of U.S. assistance vis-a-vis the Russians. It is a contest which we cannot loose.

d. Ethiopia is a special case. Col. Mengistu's preoccupation with the war and his internal revolutionary struggle leave little time for economic problems. Ethiopia, primarily because of our 30 year relationship, has a good base and potential for aid programs, and we saw more Western countries involved in Ethiopia than anywhere else. But diplomatic relations between our two countries are rapidly deteriorating and economic-humanitarian assistance may be our only link to that beleaguered country. We feel it is essential that this link continue, for the benefit of the people involved and because of the need to demonstrate there is an acceptable alternative to Russian Marxism and terror.

e. The U.S. should be willing and prepared to offer assistance immediately to Djibouti which recently gained its independence and is in danger of losing it through a shattered economy.

f. As for Eritrea, the U.S. should not be indifferent to the suffering occurring in that territory as a result of its efforts to regain an autonomous relationship with Ethiopia. Options such as providing greater assistance to Eritrean refugees should be pursued.

g. As part of the U.S.'s substantially expanded humanitarian aid to the Horn, immediate steps should be taken to establish Peace Corps programs, particularly in Sudan and Somalia. In discussions with government officials in both countries we sensed a willingness to discuss the possibility of Peace Corps involvement.

5. That the U.S. strongly denounce Russian motives and activities in the Horn of Africa.

a. Its strategic objectives in the Horn of Africa and around the Red Sea-Indian Ocean jeopardize detente and are cause for U.S. alarm and possible response.

b. It threatens the peace and security of African states in the area. Russian-equipped Somalia precipitated the war in Ogaden, and now large quantities of Soviet military equipment and personnel to Ethiopia has proved exceedingly dangerous to the area.

c. The Russian "grand strategy" for Africa includes exploitation of that continent's valuable resources, a form of neo-colonialism that should be strongly rejected by Third World countries.

d. Russia-sponsored ports and bases in and around the Red Sea threaten the flow of world commerce through that vital area.

6. The U.S. government should do more to educate the American people, and particularly the Congress, of the political situation in the Horn of Africa.

a. Our foreign policies are influenced greatly by public opinion, which is molded primarily through the media. Often coverage is exaggerated and too late for sound decision-making.

b. Vietnam is still too fresh and the desire to not become involved in another conflict too convenient, the comparisons between civil wars in those two continents too obvious for our government to act assertively. But there are distinct political and strategic issues that should be emphasized.

c. Egypt's Sadat can ill afford to become involved in the Horn, particularly through generous arms supplies to Somalia when his own military situation is what it is. He jokingly said, "I am even acting like a "super-power," but in reality he is saying there is a void on the Western side and someone has to fill it. He is a courageous leader and, like other former Russian clients, he knows first-hand what the Kremlin is seeking to accomplish in the Horn of Africa.

January 26, 1978

To Mrs. Norman Childs and Family

With deepest sympathy, we join you in mourning the loss of your husband, and in giving thanks to God for his life of love, devotion, and service to family, friends and community. His spirit will endure to comfort and strengthen us.

Sincerely,

JIMMY CARTER

Mrs. Norman Childs and Family
1415 Washington Street
Marion, Alabama

36756

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bcc: ✓ Bunny Mitchell

20

Husband of (Archie Young's) Father by law

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JAN 27 1978

RECEIVED FILES

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THE WHITE HOUSE
WASHINGTON

January 26, 1978

MEMORANDUM FOR: SUSAN CLOUGH
FROM: BUNNY MITCHELL *B*
SUBJECT: Death of Andy Young's Father-in-Law

The President should know that Andy Young's father-in-law died suddenly on Monday, January 23. Funeral services were today at 3:00 p.m. in Marion, Alabama. Andy and Jean will be at the family home through Friday afternoon, according to my latest information.

If the President wishes to call Andy in Alabama, the phone number is 205/683-6981. If he would prefer to send a wire, it should be addressed to:

Mrs. Norman Childs and Family
1415 Washington Street
Marion, Alabama

Here is a sample message:

With deepest sympathy, we join you in mourning the loss of your husband, and in giving thanks to God for his life of love, devotion, and service to family, friends, and community. His spirit will endure to comfort and strengthen us.

↑
ok - send
JC

January 26, 1978

To Helene Adhemar

Mrs. Carter and I enjoyed the warm hospitality extended to us during our visit to Paris.

I was pleased to have an opportunity to visit the Jeu de Paume gallery, and I would like to thank you for your efforts, which contributed so much to the occasion.

You were good to present me with a copy of your catalogue and the book on Impressionism. I look forward to reading them.

Sincerely,

JIMMY CARTER

Mme. Helene Adhemar
Conservateur en Chef
Musee du Louvre
Paris

JC:MH:JMC:MKW

DISPATCH VIA STATE ~~POUCH~~ Secretariat,

*David Anderson,
per instruction of
Susan Clough*

Catalogue and book on Impressionism

*38c
30c*

THE WHITE HOUSE
WASHINGTON

1/12/78

charles free/marie hallion--

attached is self-explanatory.
however, i don't think it's
worth bothering him again
about bringing over the books
since he's furnished info
about them.

thanks -- susan clough

THE WHITE HOUSE
WASHINGTON

1/10/78

Mr. President --

You apparently were given two
books during the tour of the
museum in Paris.

If possible, could you bring them
over some time so that we can
"log/process" them and have
thank you's drafted.

Thanks -- Susan

one was a catalogue
of Jeu de Paume gallery.
The other "Impressionism" -
I'll try to find them

MEMORANDUM

THE WHITE HOUSE

WASHINGTON

January 10, 1978

MEMORANDUM FOR SUSAN CLOUGH

FROM: BOB PETERSON *WOP*

SUBJECT: Books Received in Paris

The President received two books at the conclusion of his tour of the Art Museum in Paris. The address of the Museum's Conservator is:

Mrs. Helene Adhemar
Conservateur en Chef
Musee du Louvre
Paris
France